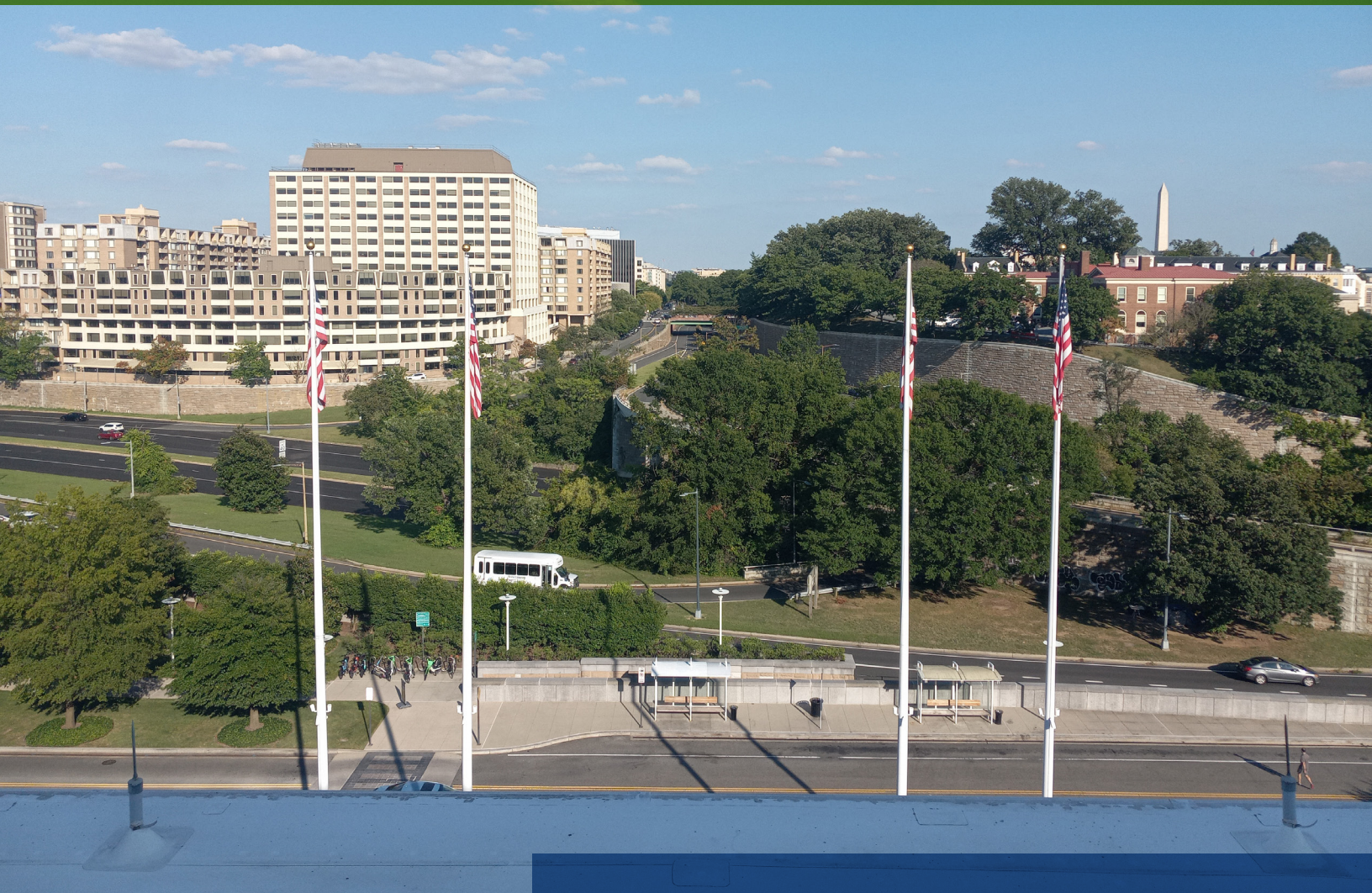


# KENNEDY CENTER CULTURAL DISTRICT LAND USE ACTION PLAN

Opportunities for Investing in the Future of Foggy Bottom



Technical Assistance Panel Report | September 27-28, 2023

The District of Columbia Office of Planning (DCOP), and the  
National Capital Planning Commission (NCPC)

ON THE COVER: I-66 and E Street NW as seen from the Kennedy Center roof terrace. (Credit: ULI Washington)

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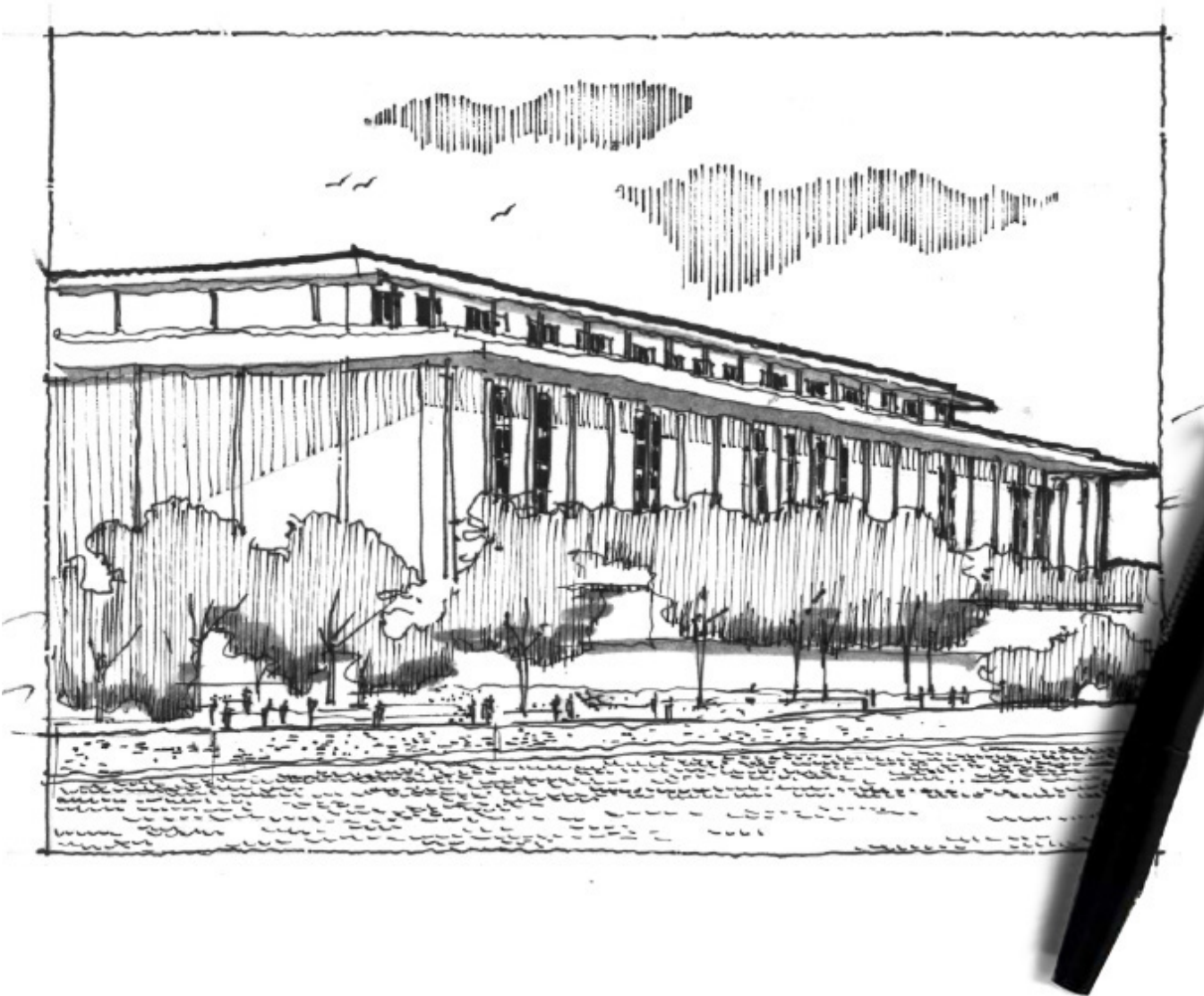
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## Acknowledgments

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# EXECUTIVE SUMMARY

On September 27<sup>th</sup> and 28<sup>th</sup>, 2023, ULI Washington assembled a Technical Assistance Panel (TAP) to develop a framework to advance transportation and land use planning around the Kennedy Center and Foggy Bottom. The District of Columbia Office of Planning (DCOP) and the National Capital Planning Commission (NCPC) coordinated to sponsor this TAP.

The study area for this TAP is bounded by the Lincoln Memorial and Constitution Avenue to the south, the Potomac River to the west, M Street to the north, and 23rd Street to the east. It includes the main lanes and ramps of Interstate 66 (I-66) and a portion of the E Street Expressway west of 23rd Street, extending north to K Street and the Whitehurst Freeway. The area is located immediately north of the National Mall and is home to several significant facilities, including the State Department Headquarters, Potomac Annex Navy Hill, and the U.S. Institute of Peace.

The Panel's recommendations are presented as an Action Plan consisting of strategic steps that will yield progress toward the **goals of the TAP** as composed by the sponsor team:

- Outline a general framework for the transportation, urban design, and land use planning necessary to advance the vision for the study area. The framework should include models for interagency coordination and/or state, regional and federal partnerships, and identify key next steps, critical coalition partners, and funding sources for further planning work.
- Understand the study area's physical assets and opportunities, as well as its challenges, and offer ideas on how to overcome obstacles.
- Examine how improving mobility and connectivity to key assets and amenities will benefit communities across the District, including from an equity perspective.
- Assess how the previously completed studies and design proposals strengthen or present challenges to achieve the stated goals, and/or offer other ideas that should be explored to inform the vision.
- Help articulate why this undertaking should be a priority for the federal and District government.



Boundary of TAP Study Area.





PERKINS EASTMAN

I-66 and the Kennedy Center.

At least four significant design proposals since 1998 have addressed the same site as this TAP. The many proposals share common objectives:

- Restore the street grid to create a truly accessible waterfront, and improve connections among the Potomac River, adjacent neighborhoods, cultural institutions, and downtown.
- Create opportunities for infill development of new open space, affordable residential and mixed-use properties.
- Fully integrate the Kennedy Center into the city core.
- Extend the National Mall to the Kennedy Center and connect these cultural anchors to the West End, Foggy Bottom and President's Park.
- Create an interconnected system of District and national parks for recreation and commemorative works.

I-66 and its supporting infrastructure create major access and connectivity issues for pedestrians, cyclists, and micro-mobility users. It disconnects the Kennedy Center completely from the National Mall and the city's Downtown.

Similarly, it cuts the adjacent neighborhoods off from the Potomac River and Georgetown waterfronts and from Rock Creek Park. This disruptive legacy infrastructure serves as a massive barrier that is dangerous to non-vehicular users and out of character with its location in the nation's capital.

The Panel identified that this massive infrastructure problem needs a bold and robust land use solution. Instead of thinking of this as just a highway reconfiguration project, the Panel conceptualized the path forward as a "city-building" project, acknowledging the transformation of land covered in highway into developed urban fabric with a vibrant community. To make this area immediately recognizable as a place for people to enjoy an enriching and unique set of experiences, the Panel recommends branding the study area as a distinct cultural district – the Panel suggested the "Kennedy Center Cultural District" as a working name for the area.

The Panel acknowledged the potential impact of a project within the study area. Reconfiguring the roadway infrastructure could help address the new era of multi-modal mobility and accessibility. Redeveloping the land



Aerial Render of 2023 NCPC design vision.

into a social hub with a reimagined public realm would enliven the area and draw people to it. Creating additional development parcels as a result of this reconfiguration could help drive affordable housing in line with the city's policy strategy and catalyze new development that enhances the visitor experience on the National Mall, adds to the experience of being in the Foggy Bottom neighborhood, and supports the Kennedy Center as a cultural epicenter. The Panel asserted that this is the place for big swings, and the time to act is now.

Key recommendations that the Panel developed to guide future planning in the study area include:

1. Form the Kennedy Center Cultural District Development Authority.
  - a. Solidify a Board as the overall champion for the vision of the site.
  - b. Compose Transportation, Governance, and Funding plans.
2. Galvanize Congressional Support.
  - a. Make the business case for additional museum and commemorative uses in the study area.
  - b. Develop a Branding Campaign for the area.
  - c. Conduct additional research, inventories, market analysis, and maritime analysis.
3. Complete the National Mall.
  - a. Develop a marketing campaign to support the vision of the western edge of the National Mall.
  - b. Improve Pedestrian Access from the National Mall to the other parts of the area.
  - c. Conduct a Master Plan for Navy Hill and Potomac Annex Complex.
  - d. Build a Congressional Coalition with representatives from the Interior and Environment Committees in House and Senate.



4. Create the E Street grand boulevard.
  - a. Create a grand boulevard along E Street that ideologically connects the Capitol to an Arts area at the REACH, establishing the Kennedy Center as the western terminus.
  - b. Create a public space in front of the Kennedy Center of the grandeur that it deserves.
  - c. Utilize the public space around and in the Kennedy Center as a marketing center for communicating the grand vision to the public.
  - d. Identify and empower key stakeholders in the E Street Corridor to enrich and activate the new grand boulevard.
  - e. Create a new accessway for pedestrians or other micro-mobility users to traverse the site.
  - f. Create a signage and wayfinding program for pedestrians and micro-mobility users.
  - g. Establish continuous programming to engage the community and develop an even more distinct and authentic cultural identity.
5. Connect Federal Government entities and private development parcels (hereafter "Federal and Local Washington") via Foggy Bottom development.
  - a. Identify the lead entity to drive the partnership between public and private entities.
  - b. Establish a coalition of private property owners with an interest in redeveloping sites in Foggy Bottom.
  - c. Continue ongoing planning efforts for the northern zone of the study area.
  - d. Resolve ownership and title issues that impact development.
  - e. Perform the infrastructure works with federal dollars to catalyze private development.
  - f. Prioritize reconnections that can be made quickly, like those at lower K Street and Thompson Boat Center.

## SCOPE AND CONTEXT

The Panel considered the geographic scope of the TAP on two levels: the “study area” as approximated by the sponsors, and the “impacted area.”

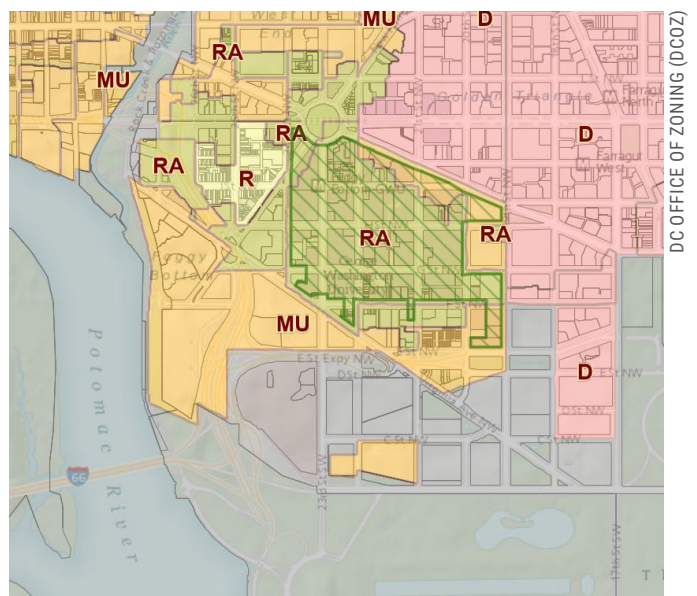
What is referred to in this report as the “study area” consists of the 84.5 acres of land dedicated to the I-66 Highway infrastructure, the adjacent parkland, and the neighboring developed parcels. The study area, as defined by the sponsor team for the purpose of this TAP, is bounded by Constitution Avenue and the Lincoln Memorial to the south, the Potomac River to the west, M Street to the north, and 23<sup>rd</sup> Street to the east. However, the exact geographic edges to the study area are indeterminate to allow for flexibility when considering potential partner agencies and their properties. Current zoning within the study area prescribes mixed use and residential uses per the original neighborhoods, and the remainder of the federal land and rights-of-way are unzoned.

The Panel determined that any land use intervention within the study area will have significant tangible impacts on adjacent land. Therefore, a framework for implementation must include the context that includes the private land adjacent to the study area. The Panel considered interventions that would extend physically and programmatically beyond the study area to define the “impacted area” for this TAP. Specifically, farther east on E Street (if the E Street Expressway is to be redeveloped), into the Potomac River itself (if maritime uses are brought to the area), and along the Roosevelt bridge.

This Panel’s recommendations build on the District Comprehensive Plan’s Near Northwest Element. This chapter of the Comprehensive Plan calls for studying options that can improve connections between the Foggy Bottom and West End neighborhoods, key cultural assets



I-66 Infrastructure within the study area.



Current Zoning within the study area.



like the Kennedy Center, and recreational opportunities like Rock Creek Park.

In addition to the Comprehensive Plan, there are five plans that inform the planning context of this TAP:

- [DC Comeback Plan](#) (Mayor Muriel Bowser and DMPED)
- [Downtown Public Realm Plan](#) (DCOP)
- [K Street Transitway](#) (DDOT)
- [Pennsylvania Avenue West Streetscape Project](#) (DDOT)
- [Pennsylvania Avenue Initiative](#) (DMPED, NCPC)

## DC Comprehensive Plan Near Northwest Element – Relevant Policies and Actions

### Policy NNW-2.4.1: Georgetown and Foggy Bottom Waterfront

Provide a continuous linear park connection along the Potomac River waterfront in Georgetown and Foggy Bottom, including paths for pedestrians and bicyclists, fountains, seating areas, landscaping and open space, lighting, public access to the water, new non-motorized boating facilities, and fishing areas. Focus on improving safe pedestrian access routes to and from the John F. Kennedy Center for the Performing Arts, the Watergate Complex, and to and from the larger Foggy Bottom neighborhood. A long-range plan in partnership with federal agencies to re-urbanize and improve connections over Route 66 will be needed in order to truly reconnect Foggy Bottom to its riverfront and better use land. The plan should also take into account the area's potential flood vulnerability caused by climate change and sea level rise.

### Policy NNW-2.5.5: Study Potential for Removing Highway Infrastructure in Foggy Bottom

Study the feasibility of improving Foggy Bottom and West End's access to the Potomac River, including the E Street NW corridor and the connection to Whitehurst Freeway, and existing park land, and create new open space and new development parcels by reconfiguring existing transportation infrastructure. Reconnecting to the District grid is essential for improving neighborhood connectivity

and to support desirable enhanced transportation, improved park accessibility, affordable housing, and neighborhood-oriented development.

### Action NNW-2.5.A: Foggy Bottom/ West End Transportation Improvements

Conduct studies and implement appropriate changes to improve access and circulation between, through, and around the Foggy Bottom and West End neighborhoods, respecting the L'Enfant Plan street grid, conserving Juarez Circle and other parklands as open space and better incorporating the transportation needs of various institutions and uses into the fabric of surrounding neighborhoods.

### Action NNW-2.5.C: Foggy Bottom River, Park, and Cultural Access Study

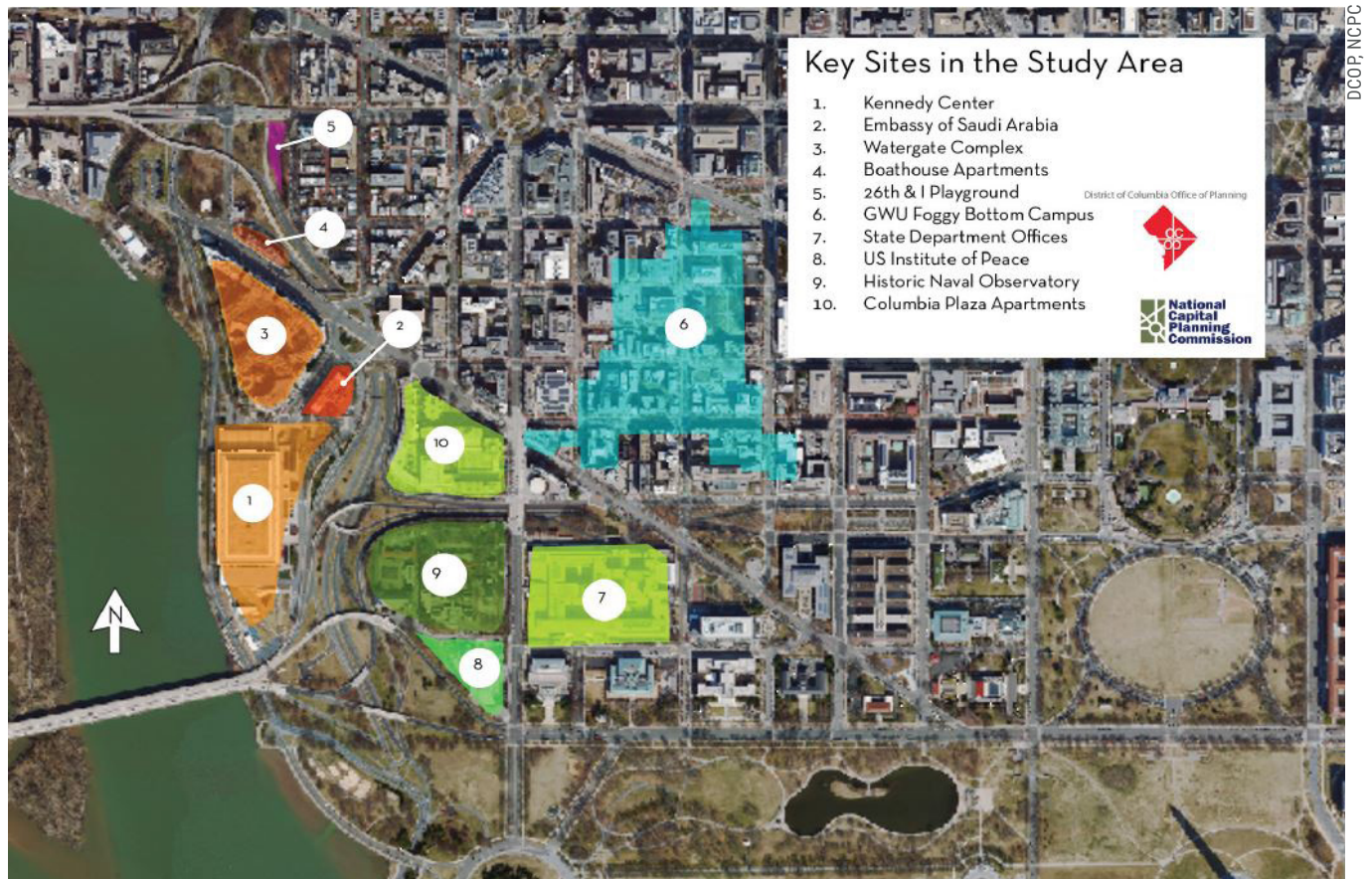
Study the feasibility of reconfiguring existing highway infrastructure in Foggy Bottom so as to maximize the benefits and accessibility of the open space and parkland and maintain overall park space, reconnect the gaps in the street grid and urban fabric, create opportunities for affordable housing production, improve pedestrian and bike connections to and from Georgetown, the Kennedy Center, President's Park, National Mall, national parkland, and other attractions, and create new memorials, linear parks, and civic spaces.

These planning efforts speak to a place-based approach that seeks to connect the isolated anchor institutions in the area. Each acknowledges the history of these institutions and the history of the neighborhoods to which they belong. The ongoing planning around the Kennedy Center and Foggy Bottom follows suit by considering the history, character, and cultural and economic influence of the institution and the neighborhood.

The Kennedy Center for the Performing Arts has been a stalwart institution in the area providing cultural opportunities since 1971. As robust as the offerings from the Kennedy Center itself are, the institution is an “island” of culture, functionally isolated from the rest of the neighborhood and the economic and cultural activity that happens therein. The REACH at the Kennedy Center was conceived to improve connections between the Kennedy Center and the waterfront but still suffers from being part of the cultural island formed by the I-66 infrastructure.



Impacted Area as identified by the Panel.



Key Sites in the Study Area.





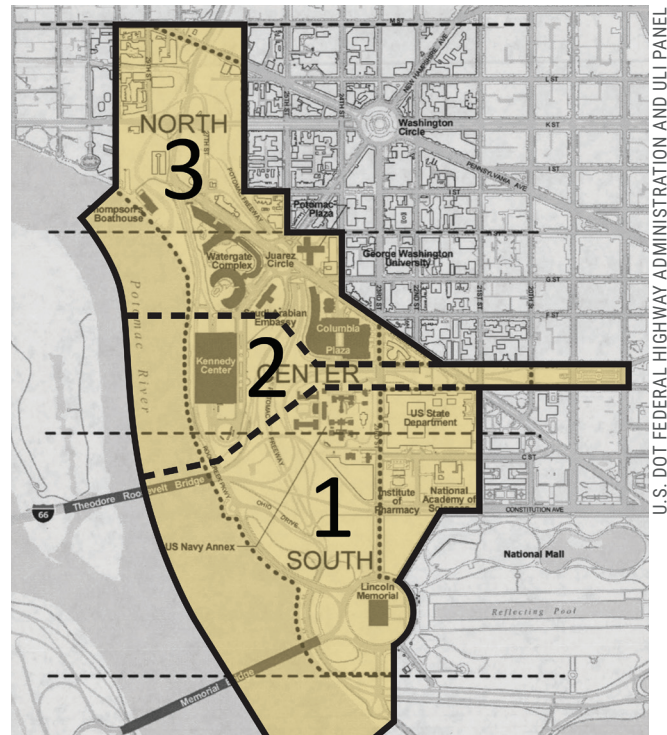
DCOP

Disruptions to road network created by I-66 land area (in yellow).

## The Challenge and Opportunity

The most evident challenge of enacting an infrastructure overhaul in the study area comes from the size and breadth of the area. The sprawl of I-66 and its attendant infrastructure touches and inhibits a huge number of blocks and thoroughfares. Its inefficiencies are matched by its complexity in magnitude. Because of the size of the land area covered, an intervention within the study area relies on so many different moving parts. The Panel agreed that a federal lead was necessary to tackle this challenge.

The expansive study area can be divided into three distinct zones. This division is in keeping with the norm established by prior planning efforts on the area, including the Federal Highway Administration's 2003 Kennedy Center Access Improvements Environmental Assessment as well as Perkins



U.S. DOT FEDERAL HIGHWAY ADMINISTRATION AND ULI PANEL

Three zones of the study area as defined by the Panel.





South (left) and North (right) area proposals in “Repairing and Connecting.”

Eastman’s 2023 plan entitled “Repairing and Connecting” (sources: DDOT; NCPC).

One of the first things the Panel identified as a need for the implementation of any vision in the study area is the need for a champion to keep and uphold the vision. Before the start of the TAP, it seemed to the Panel that the National Park Service (NPS) is already poised to be such a champion. However, because of the agency’s other larger priorities, a lack of actionable information available to decision-makers, and the far-reaching implications of an intervention within the study area, the Panel set out to identify and elevate other public sector leads to champion the planning process. The goal of identifying a public lead early on is to eventually empower the private sector to spearhead some of the development opportunities that arise from a reconfiguration of infrastructure.

The Panel identified that there is a massive need and a desire for this project. The opportunities for substantial impact are massive enough to capitalize on given appropriate Congressional support.

## TAP Questions

The Panel sought answers to the following questions about the road to implementation of an appropriately celebratory vision:

1. Several concepts for this area have been completed since 1998. Consider the following questions in relation to these plans:
  - a. What are the strengths and weaknesses of the previously proposed land use and connectivity concepts?
  - b. What additional or new considerations should be explored and why?
  - c. Are there any challenges that need to be addressed immediately?
2. The potential benefits of minimizing the highway infrastructure include expanding the commemorative landscape of the National Mall to the Kennedy Center, creating new housing downtown, as well as



environmental, sustainability, connectivity, and other community benefits.

- a. How could these benefits be framed to build and maintain momentum for the relevant stakeholders?
  - b. Are there additional benefits not described that should be considered?
  - c. How could the objectives be further developed to advance accessibility, equity, and resiliency?
3. An action-plan framework will be needed to advance implementation.
- a. What are the key next steps to advance this initiative through visioning and planning and design development toward implementation?
  - b. Who are the key coalition partners, responsible agencies, and community stakeholders that must be engaged in any planning effort in this area?
  - c. What organizational models should be considered for the continued engagement of and coordination between these key stakeholders?
  - d. What funding or financing opportunities should be explored to fund future planning improvements?

## Additional Guiding Questions

In addition to addressing the questions posed at the outset of the TAP, the Panel determined that a framework for implementation will need to be informed by more fundamental questions to address the heart of the issues posed by the assignment.

- Who is this place for?
- What is this place?
- Is this a twenty-first century urban waterfront?
- Who is the champion?
- What is the action plan?

These questions helped unearth and frame the challenge in combination with the available demographic and fiscal

data points representing the study area and adjacent neighborhoods. From there, the Panel engaged with stakeholders directly in the context of these questions to identify the stakeholders' priorities and needs. Armed with this information, the Panel's deliberations revealed a great deal of opportunity to provide an actionable set of strategies.

## Stakeholder Engagement

On the first day of the TAP, the Panel conducted roundtable discussions with stakeholders to consider an array of diverse and informative viewpoints. Thirty-eight stakeholders joined the panelists and sponsors as representatives of their organizations and government agencies. Each of the five discussions focused on a different topic central to the execution of the undertaking under study: Highway and Transportation Issues; Parks, Recreation, and the Monumental Core; Local Interest Issues; Sustainability, Preservation, and Equity; and Strategic Partnerships and Interagency Collaboration. This allowed representatives of local entities and different levels of government to candidly share their priorities for the future of the study area.

The list on the following page represents agencies and organizations identified as stakeholders that participated in this TAP. The list was assembled by the TAP sponsors to capture the major players in the development of the study area from the standpoints of infrastructure, governance, and the context of the study area. The sponsors invited stakeholder agencies in addition to those listed here as participants on the day of the TAP and acknowledged the absence of some major players, including the Golden Triangle BID, the Deputy Mayor for Planning and Economic Development (DMPED), and Washington Metropolitan Area Transit Authority (WMATA). The individual stakeholders were identified for their vested interests in the study area, their experience with the planning history of the area, and their potential roles in the implementation of a vision for the entire area.

## Stakeholder Agency Identification

### Federal Government Agencies

- Federal Highway Administration
- National Park Service – National Mall and Memorial Parks
- National Capital Planning Commission
- U.S. Commission of Fine Arts
- Kennedy Center
- General Services Administration
- U.S. Institute of Peace

### District Government Agencies

- District Department of Transportation (DDOT)
- Department of Energy and Environment (DOEE)
- District of Columbia Office of Planning (OP)
- DC State Historic Preservation Office (SHPO)
- Department of Parks and Recreation (DPR)

- Advisory Neighborhood Council (ANC) 2A
- Advisory Neighborhood Council (ANC) 2E

### Neighborhood Agencies

- Georgetown BID
- Foggy Bottom Association
- West End Civic Association

### Regional Entities

- George Washington University (Foggy Bottom Campus)

### Private Sector Entities

- Watergate Complex
- Columbia Plaza
- Barnhard Family LLC
- Perkins Eastman

Each discussion aggregated candid input from these professionals and landowners to build a holistic picture of the past, present, and future of the study area within the scope of this TAP.

## Stakeholder Consensus

Stakeholders across agencies and topics of interest largely shared similar overall sentiments about interventions within the study area.

The most commonly expressed sentiment was the imperative to stitch the community back together for all users. Stakeholders generally agreed that a more connected community would make the area feel alive for residents, occasional users, and tourists.

Many local stakeholders deem this area an “Urban DMZ,” where the public realm is incredibly deficient, and the lack

of distinct owners yields a lack of a sense of place. Multiple stakeholders use the term “Neighborhood, Interrupted” to describe the area bisected by I-66, alluding to the fractured built environment, its effect on the human condition of those who experience it, and the fragments of the neighborhood that remain as a reminder of the destructive highway intervention.

A major reason for the fragmented nature of the surrounding neighborhoods cited by stakeholders was the area’s inefficient and oppressive vehicular infrastructure. Some residents stated that they feel like they live on highway ramps. They observed that instead of places for gathering, the public spaces that they see from their homes are often mechanisms for transmitting individuals and little else.

The need for balanced mobility options is clear across all population groups. The area’s infrastructure overwhelmingly

caters to vehicular users of the area, forcing pedestrians and cyclists into illogical and dangerous circumstances as a result.

However, notably, there was a disparity between stakeholders' viewpoints regarding the provision of bike infrastructure in the area. Many cited the protected two-way cycle track on Virginia Ave as a norm to be replicated, while just as many others touted it as an inhibition to the overall mobility of the area due to its confusing and unsafe nature.

Many of the stakeholders that are frequent users of the study area voiced the concern that it is difficult to navigate from one place to another within the study area. They said additional signage would help with wayfinding and can be done without much cost or moving or removing any infrastructure.

Many stakeholders said they knew neither who is responsible for decision-making within the study area nor with whom to partner to address the issues that afflict them. Similarly, stakeholders repeatedly expressed the need for a neighborhood champion to take charge of the execution of a project to reconnect their community. The many moving parts involved in planning within the study area leads to this high level of complexity and therefore the need to simplify the inherent problems.

Finally, stakeholders seem to agree that it is imperative that whatever the study area looks like in the future, it must prioritize rectification and reconnection. Stakeholders who were also residents of the adjacent neighborhoods recalled their experiences of decades of empty promises and convoluted half-solutions. With a more connected built environment, the needs of the community can be more readily addressed.

## Additional Stakeholder Input

In the discussion centered on Highway and Transportation Issues, stakeholders expressed the following ideas that resonated with the Panel:

- Property owners within the study area are willing to collaborate to create a better place with additional development opportunities.
- The Highway acts as a massive barrier that needs to be remedied. Reconnecting the neighborhood to the Kennedy Center and Waterfront.
- Rebalancing Mobility – Focus within the area is overwhelmingly vehicular; equalize the balance to enhance mobility and connectivity.

At the table that focused on Strategic Partnerships and Interagency Collaboration, stakeholders shared these additional insights:

- This project needs to result in a commemorative landscape that puts people at the center.
- The process must begin with a coalition of critical stakeholders.
- Additional research and data collection is essential to fully build out the framework for implementation.
- The area needs a champion to drive partnerships, collaboration, and investment.
- This champion must balance the priorities of local government and federal agencies.
- They must build a business case for federal, local, and private investment.

The stakeholders concerned with Local Interest Issues expressed the following priorities and desires:

- Improve pedestrian, bicycle, and vehicular signage to make directional guidance clearer.

- Study the intersection of Georgetown and the Kennedy Center by carefully considering upgrades around the Thompson Boat House that foster a more welcoming and useful connection.
- Add a second ADA ramp from the riverfront to the north side of the Kennedy Center
- Encourage better activation in and around the Kennedy Center to support a stronger mix of retail and more overall retail in this portion of the District
- Extend the Kennedy Center shuttle to Dupont Circle and Georgetown.
- Create a water taxi stop at the Kennedy Center.

In the discussion centered on Sustainability, Preservation, and Equity, stakeholders shared with the Panel the following needs for a project within the study area:

- This project should recover and express the history of the canals & working waterfront.
- It should acknowledge and be inspired by the social history of Foggy Bottom community.
- It must reinforce and elevate the mission of the Kennedy Center across the urban district.

- This project must embrace all local institutions as a means of creating new social experiences and opportunities.
- It should embrace the Potomac and the flood plains with active uses, resilient waterfront design.
- The champion of this project must factor in all aspects of Climate Change as a demonstration to the nation and the world

Finally, stakeholders concerned with Parks, Recreation, and the Monumental Core offered these insights:

- It is imperative to establish a physical link between National Mall and Georgetown – this is an opportunity to connect the riverfront between Georgetown, the Kennedy Center and the REACH, and the Monumental Core.
- Despite hopes of the REACH to be “one of the nation’s most interactive and inspiring arts & culture destinations”, it is not recognized as a monument.
- Parks and Recreation in Foggy Bottom and Columbia Plaza hold opportunities for activation and connectivity that must be prioritized - green space, public space, and commercial activity from waterfront and from the river with multi-modal options could enliven the area.



# EXISTING CONDITIONS



I-66 Infrastructure as seen from the Kennedy Center Roof Terrace.

The sprawling freeway infrastructure dominates the landscape and prevents true connectivity between neighborhoods, only allowing for fast traversal through the area by vehicles. Between the main lanes and the tangled web of interstate ramps, the E Street Expressway, and the Whitehurst Freeway, it is immediately recognizable as a place primarily for vehicles, rather than people. The infrastructure isolates parcels and uses, precluding the formation of a sense of place.

This hostile infrastructure is incompatible with any urban environment, especially one so close to the Monumental Core of the nation's capital. However, this was not always the character of the area. The Panel deliberated on a way to establish a path forward informed by the complex history of planning within the study area.

## History of Planning in the Study Area

The area has experienced both positive and negative impacts from the legacy of planning in Washington, DC.



The Kennedy Center as seen from the Southeast.



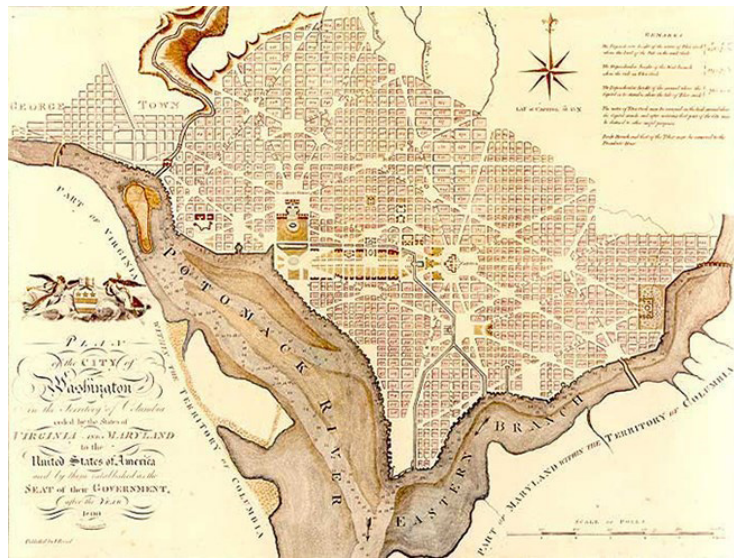
The original 1791 L'Enfant Plan and the 1901 McMillan Plan demonstrated a comprehension of the district as a complete city. In the case of the L'Enfant Plan, meaningful connections were emphasized across the wide geography of the land flanked by the Potomac and Anacostia Rivers. The McMillan Plan elaborated on the ideas presented in the L'Enfant Plan, proposing a weave of civic park spaces to further enliven the district (source: [dcpreservation.org](https://dcpreservation.org)).

The Foggy Bottom and West End neighborhoods persist as the westernmost neighborhoods of the original L'Enfant Plan. Foggy Bottom benefitted from the industrial growth spurred on by the completion of the C&O Canal in 1850, with shipping and manufacturing uses along the water. Toward the end of the 19th century, it attracted a high concentration of breweries as well. The population of the neighborhood was diverse at this time, largely owing to the industrial uses there. The housing in the area featured predominantly townhouses, some of which remain.

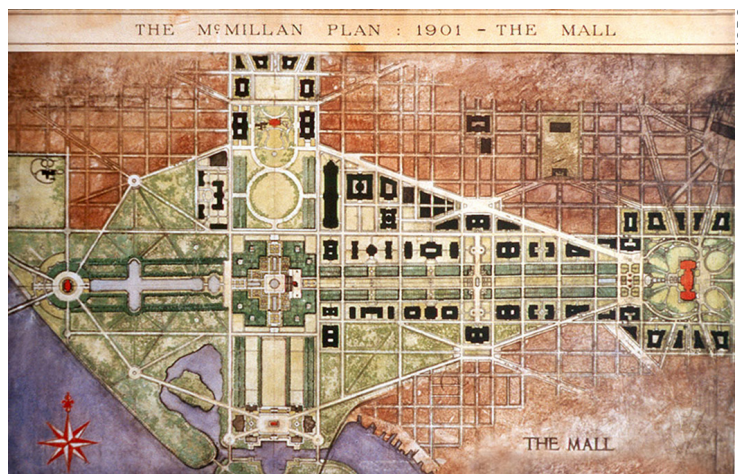
In 1950, the Proposed Regional Thoroughfare Plan for the National Capital Region set the groundwork for highways to divide up the district. The segment that overlaps with the study area for this TAP was part of the "inner ring" freeway surrounding downtown. The partial implementation of this plan saw whole neighborhoods west of 26<sup>th</sup> Street replaced by sprawling highway infrastructure (source: [fhwa.dot.gov](https://fhwa.dot.gov)). The residents of these neighborhoods, who were predominately Black, were displaced, and the scar on the urban fabric lingers.

## The Lingering Effects

The street network that the present city has inherited from this legacy of planning features hostile conditions for pedestrians and desolate areas of adjacent neighborhoods suffering from a lack of connectivity.



The L'Enfant Plan.



The McMillan Plan.



Rowhouses on I and 27<sup>th</sup>.





The Kennedy Center as seen from E Street NW.

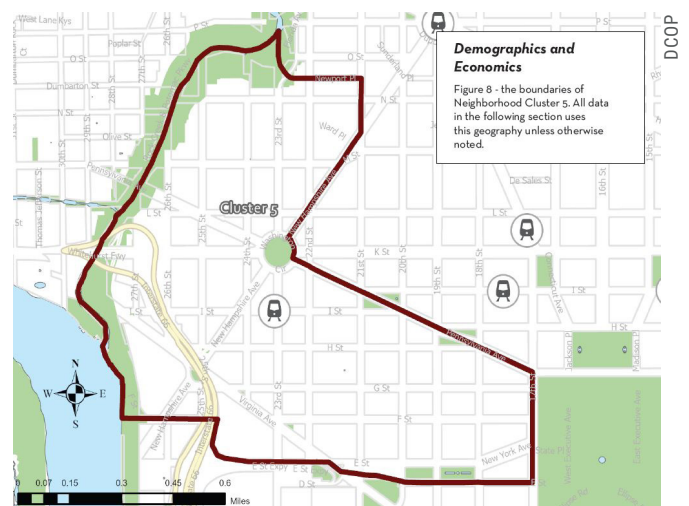
For the purposes of this report, demographic data available for the Foggy Bottom and West End neighborhoods is used to provide context for the demographics of the greatest mass of residents that live nearest to the study area. These neighborhoods in aggregate are henceforth referred to as Neighborhood Cluster 5 in the context of demographic and employment data, and uses the boundary indicated below.

Neighborhood Cluster 5 is home to a significantly higher percentage of white residents than the District as a whole. Black residents constitute only 7% of the population of the cluster, which is around 34% below their share of the District's population. There are also fewer individuals who identify as Hispanic in this area. There are more residents of Asian descent living in the cluster, though they still make up only 16% of the cluster's total population.

The college age cohort (ages 18 to 24) makes up most of the population of the cluster, at around 51%. This is largely due to the proximity of George Washington University, which has a student body of over 20,000 students. The next largest cohort is the prime working age cohort (ages 25 to 64), which makes up 38% of the cluster's population. Those of retirement age make up around 9% of the cluster's population, which puts the estimate for the percentage of the cluster's population under the age of 18 at less than 2% (Source: ArcGIS Community Analyst; American Community Survey 2017-2021).



Existing and Proposed Roadways under 2023 NCPC Plan.



Neighborhood Cluster 5 boundary.



Homeless Encampment by Benito Juarez Circle overlook.

Trends in economic vitality in the area over the past few years show decline from the pandemic, though the cluster's residents remain above average wealth and income. The median income in Neighborhood Cluster 5 is \$98,000, while the District's median income is \$80,000. Neighborhood Cluster 5 has a lower poverty rate than the District average, with 15.4% of residents living in poverty compared to 24.8% citywide (Source: Housing Market Index, ESRI-US, BLS, ACS 2017-2021). These data points suggest that most residents have a comfortable standard of living. The high median home value suggests that the area is home to many high-income earners. Amidst the high commercial vacancy rate of 7% in 2022 and estimates suggesting a continuing rise of this rate, the Mayor's Downtown Action Plan seeks to improve conditions downtown to reverse this trend.

The Panel used this data to inform their recommendations about the likelihood of success of various development approaches for a project in the study area. The historical interventions related to the infrastructure in the study area hindered the economic vitality of the neighborhoods that lost a connected street network. Future interventions must intentionally rectify this.



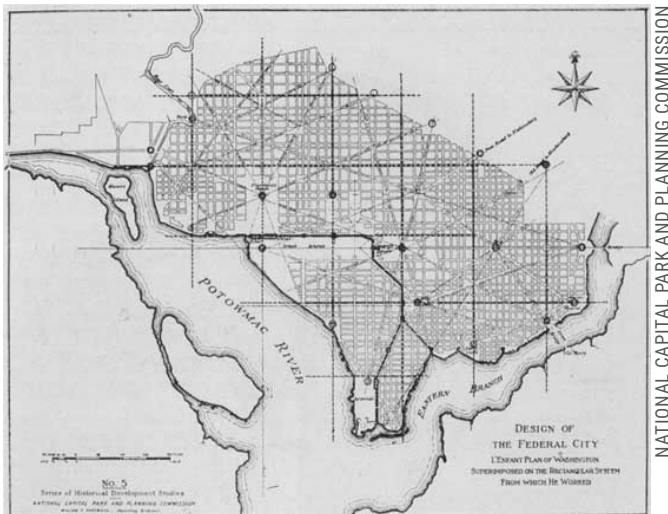
ESRI Community Analyst's Key Demographic Indicators for Neighborhood Cluster 5.



When the Panel examined the planning issues for this TAP in the context of the users of the study area, they identified that the users are not limited to residents of the adjacent neighborhoods. The Panel asserted that everyone who passes through the site in a vehicle along I-66 is also a user to some extent. They also agreed that a solution to the challenges posed by the infrastructure in the study area must prioritize the experience of the pedestrian, the resident, the planned visitor, and the spontaneous visitor over that of the driver using the freeway to get through the area as quickly as possible.

## Framing the Challenge

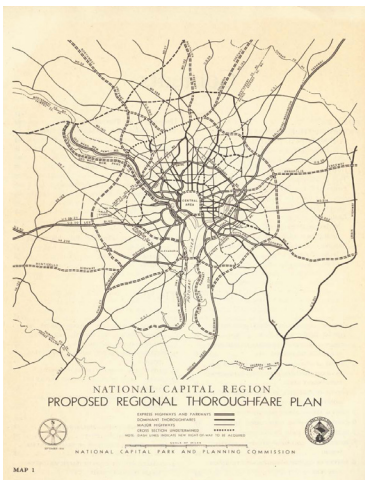
The infrastructure in the study area primarily serves vehicular users traversing the area. The Panel observed few places for gathering, and underutilized spaces because of the lack of visual clarity and physical connectivity. Where L'Enfant and McMillan envisioned an organizing logic of direct visual and physical connections in and between the neighborhoods north of the National Mall, the Panel observed isolation and separation of institutions and uses.



The L'Enfant Plan, 1791 superimposed on a rectangular grid, published in 1930



New parks and natural areas proposed by The McMillan Plan, 1902



National Capital Region Proposed Regional Thoroughfare Plan (The Highway Plan), 1950



Plan Image from "Extending the Legacy" (The Legacy Plan), 1997



Aerial Rendering of a proposal for the Kennedy Center from "Extending the Legacy" (The Legacy Plan), 1997

The Panel noted both the positive and negative impacts resulting from the body of planning work implemented within the study area. The formality of the grid, the large open spaces between different elements, and the lack of land use diversity beyond parkland and commemorative uses could make experiencing the National Mall inconvenient to some. The Panel also sees the argument for the National Mall being a barrier to the otherwise connected street grid resulting from its intentional design as distinct entity from the District itself.

Within its formality, the L'Enfant Plan established the city as the place for symbolic representation of values in the built environment. Elements of the McMillan Plan further formalized the core of the city and planted the seed for a system of parks and parkways as a layer on top of that formality. The 1950 Highway Plan, however, proposed numerous freeways in the city's historic core. NCPC's 1997 Legacy Plan brought federal institutions back into the focus of the built environment. The Panel acknowledged the trajectory of planning within the study area and the District at large, and therefore the importance of distilling the positive aspects of these plans from the harmful consequences.

The Panel looked to further frame the challenge within the context of the varied stakeholder groups. Each group holds **unique priorities, needs, and expectations**. The challenge to the Panel, and to the eventual champions of this site, lies in developing a framework that effectively guides planning toward equitably addressing the myriad needs of these groups.

While some land exists for private investment and development within the study area, it is very limited. The Panel foresaw that funding any infrastructure reconfiguration here will only be achievable with federal support. New development parcels created from a reconfiguration of the I-66 infrastructure would generate additional tax revenue for the local government, but this benefit can only come about if the different levels of government coordinate and work toward the same united vision of the study area through strategic investments. It would be a large undertaking to balance the goals and interests of federal and local government.

The Panel asserted that data has power in coalescing support for a grand vision if paired with a compelling story. There is currently **a lack of updated data** to make a business case for a large-scale intervention. This effort will take time, energy, and funds to develop. Through performing additional studies and making additional guiding plans, however, a coordinated and intentional endeavor can unlock the potential of the study area.

Through the process of stakeholder engagement and the early stages of deliberation, the Panel refined the scope of their recommendations. One notable limitation discovered through the stakeholder roundtable sessions was that the Panel would not be able to appropriately provide recommendations for the equitable development frameworks in the study area because of the myriad moving parts associated with this highway reconfiguration. While not part of the Panel's formal recommendations, the deliberations gave rise to a suggestion to prioritize equitable community engagement through the other ongoing planning efforts following this TAP.

# THE ACTION PLAN

The challenge posed to the Panel demanded an organized and multi-faceted approach. The lack of connectivity in the area has far-reaching consequences that affect a wide variety of users. It would be a monumental undertaking to restore dignity, meaning, and vitality to the study area. A project to connect the National Mall, the Kennedy Center, and Foggy Bottom is achievable only through a coordinated and strategic effort.

The Panel proposes the following framework for the implementation of a vision for the Kennedy Center and Foggy Bottom study area. This framework is intentionally formatted as an Action Plan, outlining the most effective ways for the federal government to leverage its power, partner with the right agencies and organizations, and catalyze meaningful, sustainable, and equitable growth in the area.

The Panel's individual Action Plan recommendations underpin their five core recommendations:

1. Form the Cultural District Development Authority to champion the vision of the study area.
  - Create a governing body of influential people to carry the project from visioning into implementation.
2. Galvanize Congressional support for a federal-led infrastructure overhaul in the study area.
  - Congress will need to pass legislation to permit the actions recommended due to the importance and impact of the interventions.
3. Complete the National Mall with the Kennedy Center as the new Western Anchor.
  - Utilize the National Parks Service land between the Lincoln Memorial and the Kennedy Center to offer a new and unique way to experience the National Mall.

4. Create a grand boulevard on E Street between President's Park and the Kennedy Center.
  - Represent the narrative importance of this new cultural district in the built environment and provide an appropriate public "front door" for the institutions already on E Street.
5. Connect Federal and Local Washington through new development and public realm improvements in Foggy Bottom.
  - Invest in the future of Foggy Bottom by taking the lead early and leveraging private interests, with the goal of making a more enriching experience for users of the area.

*The Panel's recommendations reflect the results of the TAP's two days of deliberation. It is the Panel's view that only big, bold ideas can transform the area, and that is reflected in the language chosen in this report.*

*The Panel also acknowledges that the exact language used to brand the area and efforts is susceptible to change based on the priorities and proclivities of the agencies involved. Of particular note is the Panel's approach to conveying a recommendation to provide a new experience adjacent to the National Mall, a recommendation the Panel calls "Complete the National Mall" and the branding of the area as the "Kennedy Center Cultural District" – while these efforts may be ultimately rebranded or reworded, the Panel's recommendations seek to convey the sense of grandeur needed to make significant impact in the study area and the Foggy Bottom neighborhood.*

In order to be made achievable, the action items presented in this report each apply to a more granular and specific aspect of the study area - namely, the governance approach to the study area, or a particular geographic section of the study area. Arriving at these action items required an understanding and synthesis of the history of planning in the study area, the myriad interwoven challenges, and the land use opportunities that provide paths toward a solution.

### Opportunities for Area-wide Transformation

The Panel identified six physical and structural transformations that need to happen to accomplish the grand vision of the area.

1. The Panel determined that utilizing a land use approach to resolve the problem of the I-66 infrastructure acting as a barrier to connectivity was paramount. The Panel agreed that this infrastructure problem, rather than being addressed purely by a highway reconfiguration, requires a land use solution that strategically adds and incorporates additional development parcels and a mix of uses to provide an experience for users of the study area that is compatible with Foggy Bottom, the Kennedy Center, and the National Mall and is also something new and exciting. This requires stakeholder buy-in, which reinforces the need to engage the proper stakeholders in this effort.
2. The Panel observed a lack of coordination across the many different priorities, needs, and expectations of the federal, city, and private stakeholders with a vested interest in the area. They listened to stakeholders who had been ready for a change for decades despite no actionable plan for leveraging investment goals and momentum. The Panel identified the need to align the goals and interests between federal, city, and private stakeholders around a core vision to transform the development landscape into a mutually beneficial one.
3. The infrastructure on the site overwhelmingly caters to vehicular users, as the Panel called out in deliberations. The street network consisting of the dedicated automobile infrastructure of I-66 and the car-dominant thoroughfares E Street, K Street, and Virginia Avenue must provide more mobility options, especially for short trips within the study area. Embracing all forms of multi-modal access per the Panel's recommendation would allow people to experience the study area in a way similar to how they can experience the rest of DC: with the freedom to choose the mode that suits their needs and capabilities.
4. By reconfiguring the roadway infrastructure and establishing more direct visual connections to the Kennedy Center, a project that connects the Kennedy Center more to the surrounding area also offers an opportunity to engage with the waterfront. The Panel recommends exploring options to draw people to the water west of the Kennedy Center to cultivate an active waterfront. The Panel acknowledged the differences between the potential of the waterfront by the Kennedy Center and active waterfronts elsewhere in DC. With additional development opportunities within the study area to accentuate the experience of a user of the site, arriving at the Kennedy Center waterfront from either the National Mall, E Street, or the Foggy Bottom neighborhood can become a unique and enriching journey.
5. The Panel identified that the I-66 highway infrastructure divides the study area, isolating the institutions therein and cutting them off from each other. Reconfiguring this infrastructure would open the door to a celebration of community and culture across these institutions. The Panel recommends facilitating this through improvements to the public realm and opportunities to enliven public spaces with features and programming that memorialize the human spirit and its artistic triumphs.





South (left), Central (middle), and North (right) areas in Perkins Eastman's "Repairing and Connecting."

6. Similarly, the Panel noted that the current built environment hinders the ability of visitors and residents to intuitively engage with the area. The city-building initiative proposed in the design vision and articulated in this action plan must integrate the scales at which users experience the area within an improved public realm and activate the stakeholders that can make it a reality.

The Panel generally agreed that the fundamental transformations presented in the previous planning efforts done on the study area in the past few decades would benefit its users and stakeholders. Building over I-66 and reconfiguring the on-ramps would allow for these additional development opportunities to occur. Reconnecting the street grid to facilitate movement between the National Mall and Foggy Bottom would reduce confusion and enhance the experience of traversing the area.

The most recent design vision, produced by Perkins Eastman for NCPC in 2023, highlighted many of the Panel's preferences. The Panel especially gravitated toward the strong and direct pedestrian connection between the Lincoln Memorial and the Kennedy Center, the availability of parcels along that connection for museums and memorials, landscaping elements and pathways that invited pedestrians to the riverfront, the increase in usable public

park space throughout the study area, and the simplified street network that still allowed for acceptable levels of vehicular mobility. In the south area, the design language consistent with that of the National Mall but meandering enough to provide a separate experience would help brand this as a meaningful and simultaneously contiguous and distinct part of the city's monumental core. In the central area, a grand entry plaza in front of the Kennedy Center and a more direct axial approach along E Street would reinforce the historically significant symbolic connection between President's Park and the Kennedy Center. In the north area, the Perkins Eastman plan proposed a pedestrian experience enhanced by proximity to the waterfront and the assets that exist within the area in addition to new development opportunities.

The prior planning efforts in the study area highlighted a need for an overall governance structure for the area. In their visual and descriptive components, they presented a disparate set of ideals, which the Panel argued are doomed to fail without proper coordination. The Panel therefore strove to compile an actionable set of priorities that would help the grand design vision become reality in each part of the study area within this framework of governance.

## Governance

The Panel recommends installing a governance structure over the study area to use the vision for the area to align the priorities of relevant stakeholders. This will require Congressional support, so one of the Panel's core recommendations is to galvanize Congresspeople around the vision for the area. A development authority for the area can encourage the kinds of interventions within the area as described in the vision and rally other federal, local, and private entities to act in kind. Aggregating relevant stakeholders on a Stakeholder Advisory Board will in turn help the development authority steward appropriate and high-performing interventions across all scales within the study area. The Panel acknowledges the uncertainty in the relative timing of forming these entities.

The governance structure that the Panel recommends has its roots in the present, is informed by the past, and looks optimistically to the future. The positive aspects of previous planning efforts provide a window of opportunity. The negative aspects need to be addressed to realize these opportunities.

## Opportunities

The Panel identified the following opportunities that a properly enacted governance structure could help provide.

- Reconnecting the historic L'Enfant street grid
- Re-establishing E Street to give the State Department and other institutions a proper "front door"
- Providing new housing through mixed-use development
- Generating an additional tax base for DC through new development
- Leveraging existing strengths to provide future opportunities: the demand for additional monuments and museums, visitors to the National Mall and the Kennedy Center supporting new retail and entertainment uses, and nearby development's potential to catalyze the area's limited development opportunities

## Action Items

Because of the many moving parts and variables in play, it will be difficult to determine phasing for a project to encompass the entire study area. The Panel's recommendations provide a framework for study area-wide implementation that takes advantage of the plentiful opportunities.

The Panel recommends forming a development authority, which the Panel has called the **Cultural District Development Authority**, to act as a governing board over the study area and properly take advantage of these opportunities. This entity, formed of federal, district, and local representatives, would wield the power to undertake and catalyze place-based development within the cultural district. Collectively, this group would serve as the champion and the keeper of the vision of a land use project to transform the study area at large.

Creating such an authority will require an act of Congress but has a number of legislative precedents, including the [Pennsylvania Avenue Development Corporation Act of 1972](#) and the [Anacostia Waterfront Corporation Act of 2004](#). The authority's power could be leveraged to align stakeholders in pursuit of this vision and address their respective interests. By facilitating active land uses within the privately owned land and investment within the public right of way, the authority would marry the varied priorities and interests of private and public entities in the area. Under the development authority's leadership, the area would benefit by becoming a unique district with an identifiable cultural contribution to the nation's capital.

The Panel recommends appointing people in positions of influence to this authority, including the President of the United States, the Mayor of the District of Columbia, the U.S. Secretary of State, the chair of the Federal City Council, and the chair of the Kennedy Center for Performing Arts. With federal input, support, and funding, this entity could ensure that the area develops into a cultural district befitting its location within the nation's capital.

Proposed Members and Agencies with Representation on the Proposed Stakeholder Advisory Board			
Chairman of the Board of The Kennedy Center	Secretary of State	President of George Washington University	Secretary of Transportation
Secretary of Interior	Mayor of DC	Governor of Virginia	Governor of Maryland
Federal City Council	Commission of Fine Arts	Trust for National Mall	Georgetown BID
Georgetown Heritage	Foggy Bottom Civic Association	ANC 2A	ANC 2E
Greater Washington Board of Trade	Secretary of the Navy	Army Corps of Engineers	Smithsonian Institution
Rock Creek Conservancy	NCPC	WMATA	DMPED

The Panel observed that the lack of champions was a major reason for a lack of action within the study area previously. Involving a critical mass of the correct stakeholders in active roles will inform the delivery of a solution. Therefore, the Panel recommends forming a **Stakeholder Advisory Board** from federal, regional, and local stakeholders to guide the Cultural District Development Authority in its role as the champion of the vision. This board would also be able to help advance equitable practices in development by engaging the community in an authentic manner, articulating the values and needs of the community, and establishing guiding principles to ensure the built environment in the study area works for all.



PERKINS EASTMAN FOR NCPC

The Panel specifically noted the importance of having representation from WMATA and DMPED on the Advisory Board. The benefit of having guidance and input from these agencies is to strategically direct federal dollars into projects to spur additional development. The Advisory Board would leverage these federal dollars to create a new source of revenue that otherwise would not come to the city. The Panel also indicated the need for a reconciliation of tense relationships between District and Federal agencies. The Advisory Board would present an opportunity to act contrary to the model of top-down interventions that end up trampling the interests of other entities.

A unifying measure around which the Cultural District Development Authority and the Stakeholder Advisory Board can coalesce is a push to **brand the impacted area as the Kennedy Center Cultural District**. The Panel recommends considering the extension of the National Mall, physical and programmatic engagement with the riverfront, and new connections between neighborhoods adjacent to the National Mall as actions that this new cultural district would take on as its mission.

The Panel deemed it imperative to brand this area as a unique but connected experience for pedestrians. They acknowledged that the area does not feel broken to everyone, but balanced mobility options can and should address the needs that are not being met by the present scheme without hindering the access of those who traverse



the area by vehicle. The value in this branding campaign lies in the potential to shift perception of what experiencing this area entails. For example, the National Mall welcomes an estimated 35 million yearly visitors and approximately 2 million people visit the Kennedy Center each year (sources: Jeffrey Reinbold, NPS; <https://www.kennedy-center.org/our-story>). The lack of an easy, safe, and comfortable connection between the National Mall and the Kennedy Center led the Panel to assume that there is not much overlap between these groups on the same outing, since the public does not see the two experiences as connected. Realizing the vision of a lively cultural district will help connect these disparate experiences. Similarly, the Panel recommends enhancing the pedestrian experience along the E Street axis with this branding effort combined with placemaking interventions along E Street to create the experience of a grand boulevard. The Panel recommends tying this branding effort into the ongoing work by NCPC, NPS, the General Services Administration (GSA), and the District to the east of President's Park to further push the connectivity of the city as an asset.

As the foundation for the implementation of this grand vision, the Panel recognized that two major components were necessary: the support of Congress, and the active engagement of key stakeholders. Given the current gaps in information, however, the Panel identified that the barriers to support at the Congressional level are understandable, but not insurmountable.

### Additional Data and Reports Needed

To achieve the necessary Congressional support, **additional studies must be performed**. The Panel found that different organizations have different data for similar assets and elements. For example, the Kennedy Center claims the institution receives 2 million annual visitors, while reports from Placer.ai recorded only 600-700 thousand visitors in the past year (sources: [kennedy-center.org](https://www.kennedy-center.org); Placer.ai for JLL). Similarly, the Panel found contradicting counts for vehicles traversing I-66 from different organizations.

### Amorphic Branding Approaches: Union Market, The Wharf, Capitol Riverfront

Union Market is a food market housed within a former warehouse building in Northeast DC. The branding campaign took advantage of the area's 200-year history as a market district with rich cultural diversity and creative expression. The individual multifamily properties around the market itself launched branding campaigns to promote the idea of innovation and heritage fusing to create a livable and lively district (source: [unionmarketdc.com](http://unionmarketdc.com)).

The branding campaign for The Wharf, led by The Brand Guild, consisted of a multi-pronged communications approach rich with marketing, events that activate the unique spaces – especially the piers – as well as national and local press strategies. The story of The Wharf was chronicled from planning through groundbreaking and construction. This harnessed positive momentum and brand awareness, especially within the context of providing the nation's capital with a thriving waterfront destination (source: [thebrandguild.com](http://thebrandguild.com)). Additionally, local collective Streetsense led a ground-plane activation campaign for The Wharf. Because the design was so focused on creating a fulfilling experience for pedestrians, the collective sought to create an engaging ground plane within a singular identity for the area, appealing to residents and visitors alike (source: [streetsense.com](http://streetsense.com)).

Finally, Capital Riverfront established a Building Improvement District (BID) to undertake marketing, branding, and public relations. This holistic approach focused on community building, programming the public spaces, activation, and outreach to garner support and build the development's brand (source: [capitolriverfront.org](http://capitolriverfront.org)).

# A Year at the Kennedy Center

**2 million**  
visitors

**2,200+**  
performances &  
exhibits

**1.6 million**  
ticket buyers

**400+**  
free performances &  
events

**1.4 million**  
students served

THE KENNEDY CENTER

A Year at the Kennedy Center, 2023.

Below are the **studies** the Panel specifically recommends, listed in the order the Panel suggests conducting them.

**Market Analyses:** Performing multiple instances of analysis on the market status of the impacted area would yield useful information including visitor traffic, retail and entertainment capacity, hotel viability, and tourism expectations. A competitive analysis tied to retail would give decision-makers a realistic understanding of how much retail the area could support both at present and with the addition of residential units within the study area commensurate with the available development after a given infrastructural reconfiguration.

**Inventory of Ownership:** By investigating the ownership information of land within the study area, the Panel found a significant amount of land with no owner information whatsoever. Even within the public right of way, they found a lack of clarity around which government agency owns which segments of public land. An Inventory of Ownership would include title and land use information and would help identify the proper agencies to engage in tactical approaches to reconfiguration.

**Comprehensive Maritime Analysis:** Typically, these analyses include comprehensive [riparian assessments](#) and inform the decision to include maritime activity to activate the waterfront from the perspectives of economic feasibility and environmental impact.

Once these studies are done, the Panel recommends assembling guiding **plans** and documents to aid in the effective management and execution of the vision.

**Transportation Plan:** This plan would address current land use within the study area compared to the future land use map. It would balance various users and modes of mobility and provide a starting point for assumptions about costs for the reconfiguration of the transportation plan.

**Governance Plan:** Informed by the governance structure recommended by this Panel, a governance plan would include the partners, champions, organizations, and structures that will help the vision become reality. This plan would be important for defining the public-private partnership structure taken in different instances across the impacted area.

**Potential Funding Plan:** Finally, a funding plan would outline the sources and uses for the many short-, medium-, and long-term initiatives recommended by this TAP. This funding plan must include a more defined phasing structure based on the realistic contribution of federal dollars.

## Breaking Down the Problem into Manageable Parts

The Panel determined through analysis of the issues facing the site, the goals of the vision are only achievable if the problem is broken down into pieces. Storytelling efforts from an area-wide branding campaign will help galvanize Congressional support for a grand vision, but each zone has distinct challenges and opportunities that each require

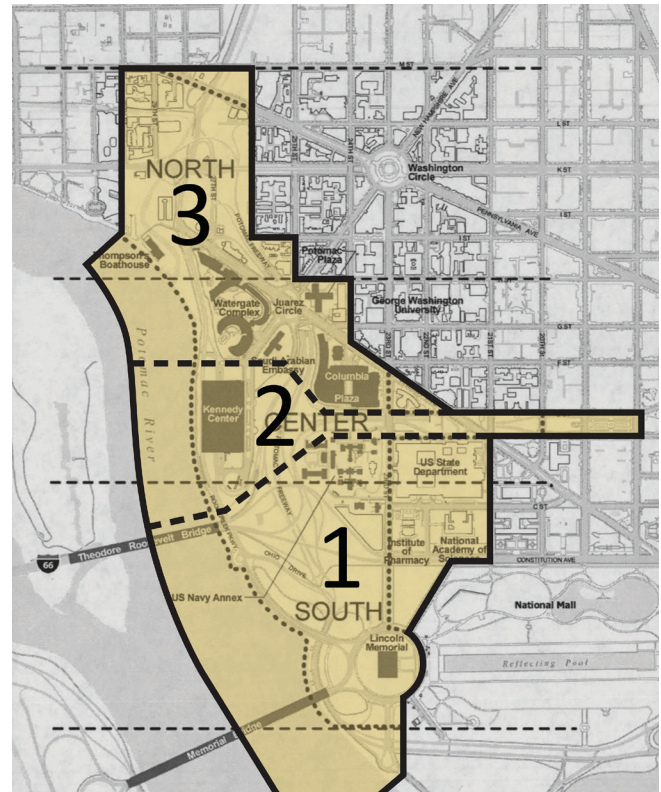
a tailored approach to address. The Panel asserts that identifying who can be the lead entity in each zone and who should be included in a network of potential partners will start to drive funding for these ambitious interventions.

The three zones that the Panel identified roughly aligned with the designations identified by past reports. The southernmost zone, which the Panel refers to as the Monumental Core, would act as an extension of the National Mall, stretching from the grounds of the Lincoln Memorial to the southern edge of the Kennedy Center. The central zone, dubbed the Kennedy Center / E Street Boulevard, acts as the cultural hinge of the study area, emphasizing the axis along E Street to give the Kennedy Center a more honorific approach. Finally, the northernmost zone, which is referred to as the Foggy Bottom Connection, has the greatest opportunity for recovering sites for new development as a result of decluttering the ramp system and capping the highway.

## The Monumental Core

The primary objective of the southern zone in the impacted area identified by the Panel is to “Complete the National Mall.” The Panel proposes extending the National Mall to the Kennedy Center property to provide a new and impressive experience. The argument for unlocking this piece of land will need to be made – congressional leaders must be able to see opportunity here to make a site-wide transformation. This large undertaking would entail a great deal of work with the reconfiguration of roads, but there is a business case for doing so, as it requires no moving of federal buildings. Doing so would create a new gateway to the neighborhoods near the National Mall complete with incomparable vistas. It would connect the National Mall to the rest of the city with monuments, museums, and recreational uses.

The champion of this zone would need to be intimately aware of and responsive to the nuanced relationships between public sector interests on the National Mall and



1 – Monumental Core; 2 – Kennedy Center / E Street Boulevard; 3 – Foggy Bottom Connection.

U.S. DOT FEDERAL HIGHWAY ADMINISTRATION AND ULI PANEL



NPS' National Mall Plan with the National Mall Plan Area outlined in dark blue.



the surrounding land to garner appropriate support from Congress and other key stakeholders. The Panel identified that the National Parks Service considers this land as part of the grounds of the Lincoln Memorial in its plan documents. However, addressing the infrastructural challenge on these grounds has not historically been their priority.

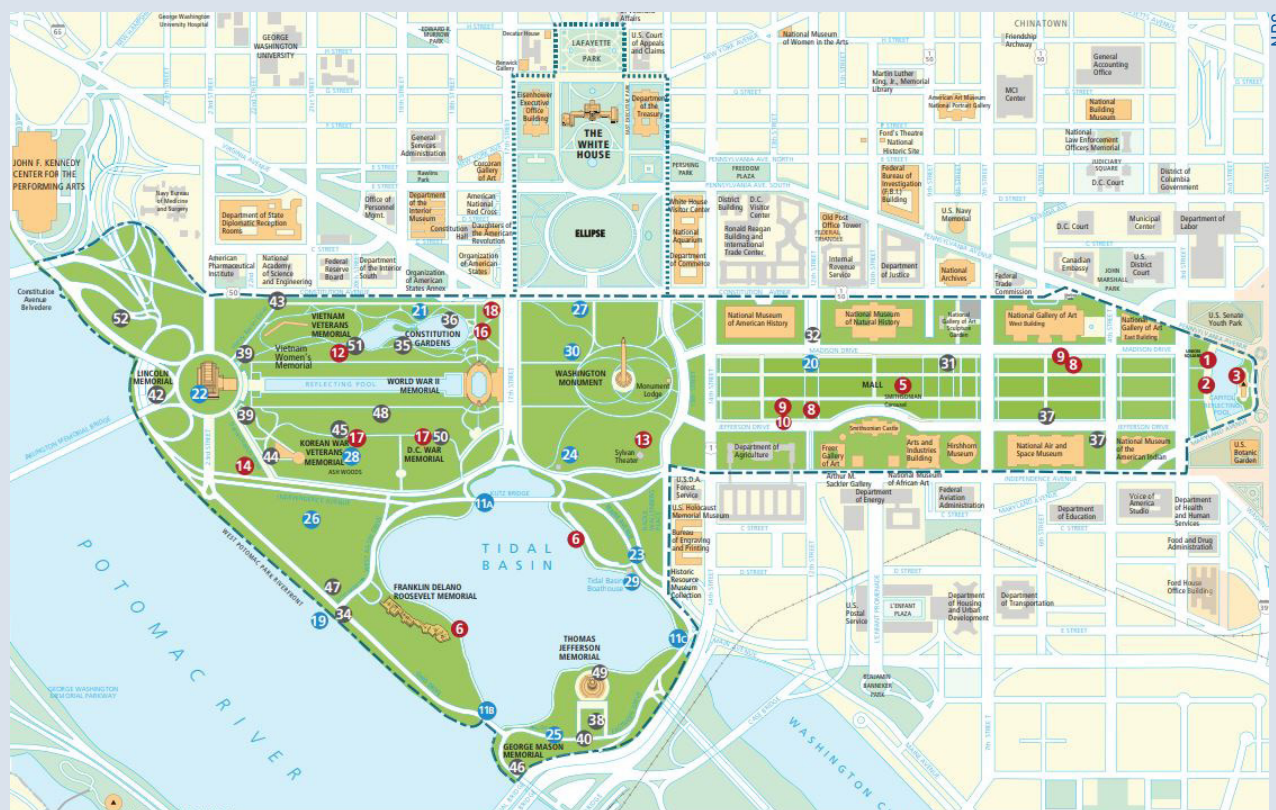
## Opportunities

The Perkins Eastman plan demonstrates the value of **creating new commemorative and museum sites** of national and international significance. Doing so would connect the Lincoln Memorial to the Kennedy Center in a meaningful way, appropriate to the setting. Here, the question of who this place is serving becomes very

## Ongoing Planning Efforts Undertaken by the National Park Service

In 2010, NPS created implementation priorities for the National Mall Plan which according to principles like sustainability, preservation, importance, and achievability. One of these priorities is to improve recreation fields and volleyball courts northeast of the Lincoln Memorial, including the addition of restrooms and drinking fountains (source: [nps.gov](https://www.nps.gov)).

According to the map NPS uses to accompany these priorities and other maps created by and for NPS, this swath of land falls within what the agency considers the National Mall, but experientially, a visitor to the National Mall would not naturally enter this area. The area is exposed to both the elements and the vehicular traffic seeking to cross the Potomac River or go north on I-66.



NPS' General Implementation Priorities on the National Mall, 2010.



Key commemorative sites on the Perkins Eastman Plan.

important, as interventions here have the power to integrate the community and connect once disparate civic elements.

There are many opportunities to **enhance and expand the visitor's experience** in this zone. Three major opportunities identified by the Panel include reconfiguring and simplifying the transportation network, extending the new vista of the Theodore Roosevelt bridge, and connecting to the Kennedy Center through monuments and museums to take advantage of visitors to each. The Panel identified a particularly attractive experience that does not exist on the National Mall yet: a **"Tavern on the Green"** approach to integrate restaurants and other light commercial uses (source: [nymag.com](http://nymag.com)).

Reconfiguring the highway infrastructure within the study area also opens more opportunities for **sustainable development**. The Panel recognizes this as an opportunity to address flood plain issues alongside the creation of new retail and commercial uses.

## Demand for Additional Museums and Monuments

There seems to be near constant demand for developing new museums on the National Mall, but very few sites remain. Alternative locations could be considered in areas that offer new and unique experiences, as evidenced by the Smithsonian's site selection process for the National Museum of the American Latino and the American Women's History Museum. The degree of reverence offered by the National Mall itself as a home for these museums and monuments reflects the nation's embrace and celebration of diversity and culture. These elements of the built environment tell the stories of the United States and its citizens bring them into the national consciousness as a means of promoting inclusivity. Additional studies are underway to evaluate the potential creation of the National Museum of Asian Pacific American History, and the National Museum of American LGBTQ+ History and Culture (source: [washingtonian.com](http://washingtonian.com)).

The Panel identified that the **business case** for identifying and transforming sites within the study area into pedestrian-oriented parkland, commemorative uses, and museums is that the land is available today and there is no need to move any of the nearby federal buildings to make a significant impact on connectivity. There are possible benefits to expanding upon the experience provided by the National Mall within the study area from a cost perspective. The Panel also expressed sensitivity toward the extent to which federal land on the National Mall is becoming scarce and the role that this project could fill to address the idea that "The National Mall is Full" (source: [politico.com](http://politico.com)). New commemorative sites would help galvanize congressional support for this endeavor, given the competitive nature of site selection and the long list of museums that want to be on the National Mall (source: [The Washington Post](http://The Washington Post)).



**The Action Plan for this zone is tactical:** the Panel focused on what can be done now, then identified how the groundwork evolves over time to open up new opportunities in future phases.

## Short-Term Action Items

The Panel recommends the following action items to propel an initiative to complete the National Mall.

**Develop a marketing campaign** to support the vision of this edge of the National Mall. Creating an identifiable concept around which a true marketing campaign can form will engage the neighborhood, the public sector stakeholders, and help start the process of gathering public and private resources to implement the vision. A marketing campaign would be essential to communicate the vision in terms appealing to the federal government and to the public.

Considering the wealth of opportunities in this zone, the Panel proposed a **“Fund to Complete the National Mall”** as a central organizing beacon to rally support for a large, coordinated intervention.

**Coordinate and build museum partnerships**, including a coalition to engage the various players in the area with a vested interest in the nature in which the newly

configured land on the National Mall is used in relation to the adjacent Foggy Bottom neighborhood. Armed with more accurate data about the study area’s users and their habits, this coalition would help ensure that planning decisions yield desired outcomes. For this coalition, the Panel recommends including representation from NPS, the Kennedy Center, the United States Institute of Peace, and George Washington University.

**Perform a visitation study of museums** to inform a subsequent retail and tourism study.

Evaluate the **relocation and renewal of recreation opportunities** currently on NPS land. While the existing facilities benefit from proximity to the monumental core of the city, other models could offer an alternative that takes advantage of the opportunity to provide connections between varied uses. For example, Promenade du Paillon in Nice, France has uses peppered throughout the promenade, demonstrating an effective way to serve a wider diversity of users.

**Improve pedestrian access to and from the National Mall.** The Panel recommends testing new traffic patterns and adding new safety and wayfinding features, including crosswalks and mid-block crossings to facilitate safe crossing of I-66’s many on-ramps.



Promenade du Paillon, Nice, France.

EXPLORE NICE COTE D'AZUR



### **Deliver a Master Plan for the Navy Hill and Potomac Annex**

**Complex.** The Panel suggests that NCPD works with GSA and occupying agencies to evaluate and optimize the usage of the complex. Priorities would be to improve connectivity to the National Mall and the Kennedy Center with public pedestrian and bicycle access through the site and to evaluate the feasibility of subdividing the site. For example, the Potomac Annex could be reconfigured to support a new museum, cultural facility, or development site.

### **Medium- and Long-Term Action Items**

Once the vision of the area is articulated, **build a congressional coalition** with representatives from the Department of the Interior and Environment Committees in the House and Senate. This coalition would be able to leverage its power to enact legislation to address ownership confusion and identify the funding streams needed for implementation. There is precedent for a bipartisan coalition like this, including the 2021 Bipartisan Infrastructure Law, which contains the first federal funding program intentionally designed to reconnect communities (source: [congress.gov](https://www.congress.gov)). The study area's prominence in the nation's capital provides the opportunity to gain universal support for a massive transformation.

## **Kennedy Center / E Street Boulevard**

The primary objective of the central zone in the impacted area is to create the E Street Grand Boulevard. This axial connection to the Kennedy Center, which would include the public space created as a result of building over the highway in front of the building, would act as a physical and symbolic celebration of culture and artistic expression. Narratively, the heart of the Kennedy Center Cultural District would become the place in the city that people visit to experience the realization of the original intent of the institution: representing and reflecting the cultural diversity of the United States (source: <https://www.kennedy-center.org/our-story/>).

The champion of this zone must be invested in honoring the Kennedy Center as the terminus of the axis along E Street. The Panel indicated that this role could be filled by the Kennedy Center itself.

Additional objectives for implementing a vision in central zone include:

- Rekindling the mission of the Kennedy Center as a center for cultural exchange beyond its walls
- Invigorating the parks and open spaces around the Kennedy Center to maximize its potential and alleviate the spatial constraints imposed by the highway
- Establishing the Kennedy Center as a waterfront destination
- Connecting the neighborhood through arts and culture

### **Challenges**

The Panel noted some significant challenges in approaching the action plan for this zone. Particularly prominent in their awareness was the sensitive nature of addressing **the evolution of the role played by public space** in a post-September 11 attacks and post-pandemic era. With the country's population suffering from traumatic stress brought on by the pandemic, and the study of behaviors as a response in a nascent and uncertain stage, little can be said concretely about the new paradigm of public space use and engagement.

Additionally, connecting the Monumental Core of the District is a large undertaking. **Establishing a cross-city connection** from the seat of legislative power on the east to the hub of the arts on the west via E Street requires a great deal of foresight, coordination, and buy-in to grand ideas like those presented in historically influential plans.

Part of the challenge of such a monumental undertaking is the **lack of visibility and navigability** in the built environment at present. Pedestrians especially suffer from an absence of wayfinding and visual connection between points of interest within the impacted area.

## Opportunities

The Panel argued strongly that there is both **a cultural need and a public desire** for a placemaking project of this scale. They asserted that there is a real need for a reinvigoration of the city and its culture, and that there is no better place to conduct such a re-energizing effort. This zone in particular can evolve into an artistic neighborhood center, encapsulating the living and performing arts' connection to the capital and the city.

With ample precedent for waterfront revitalization even within the District itself, **the riverfront** by the Kennedy Center holds enormous potential for activation. The Panel identified that it will not look like other dense waterfront developments, but the strategic balance of landscaping, placemaking, and honoring the Kennedy Center itself could create an entirely unique waterfront experience that would be a draw in its own right.

Perhaps most importantly, there is **a critical mass of institutions on E Street** that would be interested in seeing E Street redeveloped into a more welcoming public space and promenade. Among them, the State Department, George Washington University, and the United States Navy would benefit not only from a redevelopment of the street infrastructure on E Street but also from a placemaking initiative to instill meaning and intentionality along the corridor.

**The Action Plan for this zone is vision-focused:** the Panel identified and articulated grand vision, then worked backward toward immediately actionable steps that inform and support that vision.

## Short-Term Action items

Immediately **evaluate the landscape assets** in the study area to determine areas for improvement. Analyze the tree canopy, shrubs and ground cover, identify potential view corridors to and from the Kennedy Center to accentuate. Remove declining trees and overgrown hedges, clean up

the illegally dumped waste, and begin to repair the eroded embankments in the impacted area.

## Medium-Term Action items

Before the grand vision can be realized, the Panel recommends the following action items.

**Identify key stakeholders** in the immediate E Street Corridor and begin a dialogue. The major institutions identified previously would be ideal partners in curating the public realm interventions.

Consider **enhancing the riverfront pathway** that connects the Lincoln Memorial to the Thompson Boat Center with surface improvements, seating nooks, fitness opportunities, and other human-scale interventions. This will generate momentum and create a vision of what more is to come.

**Create a single additional access way** that is oriented toward pedestrian or micro-mobility users.

**Implement a “yellow brick road” project** to lead pedestrians and micro-mobility users to the Kennedy Center with tactical urbanism and placemaking elements. Investing in public art and public realm articulation at the scale of the pedestrian will help establish the Kennedy Center as a possible destination for spontaneous visits, as opposed to exclusively planned visits. Current links to the Kennedy Center can be celebrated, identified, and improved as part of a holistic micro-mobility approach to providing more options other than personal vehicles to arrive at the Kennedy Center.

**Create and implement a wayfinding strategy** for pedestrians and micro-mobility users, including the improvement and addition of signage in the impacted area. The best version of this strategy would be tied to a branding and marketing campaign at the scale of the study area.

**Create specific programming** that regularly engages and connects the community. These programs could be co-managed by and implemented in coordination with nearby Business Improvement Districts (BIDs). They might include

## Pilot Projects as Proofs of Concept and Tools for Engagement

**Jersey City, NJ.** The city of Jersey City, NJ implemented walkability workshops on six city corridors to enhance the pedestrian experience in 2022, delivering on intentions expressed in their 2016 pedestrian enhancement plan. A public engagement element informed the interventions, though the approach was not universally accepted at first. The temporary adjustments to street geometry – like temporary curb extensions, tables and chairs, planters, and colorful paint – drew healthy debate, and the city took the lessons learned in the pilot project to reconfigure dozens of intersections with permanent changes (source: [street-plans.com](https://street-plans.com)).



Temporary curb extensions in Jersey City.

**St. Paul, MN.** The Rondo land bridge project in St. Paul, MN aspires to be a national model for successful equitable development. To accomplish this vision, the project employs an augmented reality tool that allows the user to see the design overlaid on the site. Community members use their personal devices to test, visualize, and submit their ideas with the augmented reality tool both on and off site. This allows for the community to feel ownership over the project and gets users of the site used to seeing what eventually could inhabit the site (source: [reconnectrondo.com](https://reconnectrondo.com)).



The ReConnect Rondo augmented reality tool.

**Salisbury, NC.** Bell Tower Green in Salisbury, NC is an example of activating public space into a place where a community gathers. Iconic elements like a historic belltower are highlighted in the design of the public space and the urban furniture that accents the paths to the tower and the park's large gathering spaces.



Bell Tower Green, Salisbury, NC by LandDesign.

STREET PLANS

RECONNECT RONDO

LANDDESIGN, INC



arts walks, art markets, farmers markets, and artistic and cultural activities for children.

**Activate the Kennedy Center lobby**, the REACH, and eventually its new public space as a welcoming “marketing center” for communicating the vision of the area to the public, especially unplanned visitors.

**Investigate the real and perceived barriers** to current programs and facility access related to the Kennedy Center. Some barriers are very evident, like the highway cutting through the impacted area, but the Panel observed that others are more results of misdirected moves in the public realm. An example the Panel identified was the connection between the Kennedy Center and the Foggy Bottom-GWU Metro stop: despite the short distance, the walk seems far because the route between them is not intuitive or immediately visible. Additionally, a free shuttle runs between the Metro station and the Kennedy Center every 15 minutes, but anecdotally, it does not see much use.

## Long-Term Action Items

The ultimate goal of the champion of this zone must be to **transform E Street into a grand boulevard** with the Kennedy Center as western terminus. The Panel recommends nourishing the economic vitality of the adjacent neighborhoods by investing in the public realm in a way that brings people together and celebrates the strong

axis terminated by the Kennedy Center. This could be a “green street corridor” through placemaking opportunities and public space redesign and activation of the public realm through abundant programming.

The following are the other long-term action items the Panel recommends taking to achieve this vision:

**Create a public space in front of the Kennedy Center** at an appropriate scale for the institution. Such a public space would function best by prioritizing connection points between the grounds of the Kennedy Center and the access points from adjacent neighborhoods in an easily comprehensible way. This space should be able to host many different activities at various scales but through landscaping, articulation of human-scale elements, messaging, and programming, it should be defined and legible as a civic space for the public to use.

To take advantage of the study area’s proximity to the Potomac River, **reinvent the Kennedy Center as a waterfront destination**. Building on the existing Rock Creek trail, it should facilitate easy access from Georgetown to the National Mall along the waterfront.

Additionally, in tandem with efforts to reinvent the waterfront by the Kennedy Center, cultivate and **seize opportunities for sustainability** that link to the Sustainable DC 2.0 Plan (source: [sustainable.dc.gov](https://sustainable.dc.gov)). Through actions



Grand Boulevard in Kansas City, MO, reimagined.

## A Day in the Life

These are four accounts of aspirational experiences that the Kennedy Center Cultural District could cultivate for users of the site. The panel recognizes the wide variety of lengths of time and purposes for which visitors engage in the built environment within the study area.

### Resident of Foggy Bottom

The Foggy Bottom resident lingered over breakfast watching passers-by on the riverfront, bought some fresh fruit and vegetables at the Kennedy Center Farmer's Market, picked their kids up from school, and played along the riverfront.



ULI PANEL

### Worker at Kingbird Restaurant

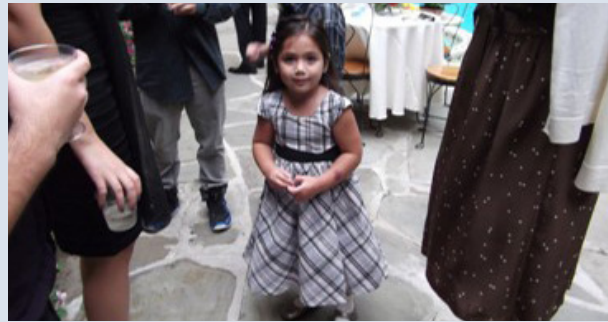
The Kingbird employee had a long shift at the restaurant, went for a run to Georgetown and back along the river and Rock Creek Parkway, relaxed after at a waterfront yoga session, and languished at the Lichtenstein Brushstroke at the REACH before walking home.



ULI PANEL

### Patron of the Kennedy Center

The Kennedy Center Patron took pictures all dressed up at the new plaza in front of the Kennedy Center, enjoyed the La Traviata opera, walked to dinner in West End, and walked back to parking to drive home to Bethesda, enjoying the lights in Georgetown dancing on the Potomac River.



ULI PANEL

### Tourist

The tourist walked for hours from the Capitol to all the museums and monuments before ending at the Lincoln Memorial, meandered along the garden and the butterfly path to the Kennedy Center Arts Area, and had a great coffee at a café. Afterward, they walked to Georgetown along the riverfront for dinner.



ULI PANEL

that tie into the larger repertoire of work being done on the Potomac River and in education for the public, this could become a model of redevelopment that respects and protects the riparian ecosystem.

## Foggy Bottom Connection

The northernmost zone in the study area is unique in its ability to deliver on the needs of the community through both public and private investment. The primary objective in this zone is to connect Federal and Local Washington via Foggy Bottom. This would entail creating a more vibrant community around Foggy Bottom, the Kennedy Center, and the Watergate Complex through investing in public infrastructure and utilizing public-private partnerships.

The champion of this zone must embrace the potential of public-private partnerships as a mechanism for implementation within the larger vision of the study area. The narrative importance of taking on a project in this zone hinges on the story told by a redevelopment plan for the rest of the study area. In the Panel's vision, a user of the site will traverse the study area with ease starting from the National Mall, experiencing the arts and culture of the newly created district as they move north, and will arrive in the northern zone to find a rich and thriving community built for people.

## Challenges

Even in this zone alone, a redevelopment project covers a massive scope and will take **enormous investment with a high barrier to entry**. Nowhere else is the imperative to break down the problem more prevalent and the benefit more easily seen. The Panel identified that there is no way to catalyze investment from the private sector without an antecedent coordination and investment solution to the problems in the public realm.

The Panel acknowledges the challenge in envisioning what development parcels look like within this zone. More information is needed to create a robust plan for the area.

Specifically, an infrastructure analysis would provide information about the utility availabilities on site, which can inform the specifics of the reconfiguration of the roadways.

Most prominently, the **lack of information about title and ownership** at the parcel level precludes the steps that would lead to private development, including procuring bank loans. This process takes a long time, so clarifying title and ownership information needs to start early.

## Opportunities

### Public Opportunities

The Panel identified a massive opportunity for this area to create a seamless experience to draw people through the monumental core and the Kennedy Center grounds as a **true link between Federal and Local Washington**. Therein lies the business case for redevelopment. By linking the Kennedy Center, a project in this zone brings those 35 million visitors to the doorsteps of the commercial uses that occupy the Foggy Bottom neighborhood and new businesses that could potentially move in. There is an opportunity to **preserve the fiscal health of the city** by making a long-term investment here. By putting in public effort up front, the private sector is incentivized to make investments on private land to realize the long-term vision of the study area.

By **rightsizing the roadways** and the rights-of-way to create attractive development parcels, even more opportunities come to the fore. Additionally, more **connected mobility network** would also draw in users from Georgetown. Extending the C&O Canal Trail and providing more connection to the Thompson Boat Center are actionable steps with low barriers to entry. The Panel identified that Benito Juarez circle already is an overbuild, though is not delivering much value; this is an opportunity to do an overbuild that stimulates economic growth.



## Presidio Tunnel Tops, San Francisco, CA

The Presidio Tunnel Tops project in San Francisco, CA provided new park spaces with play structures, a visitor center, and usable open space on the infrastructure implemented over the Doyle Drive highway. This project demonstrated a commitment to reconnecting the city's waterfront park areas formerly divided by automobile-dominated infrastructure. The park infrastructure supports many different uses and abilities and includes a nature playground that showcases the history of the area. Most importantly, it provides a direct pedestrian connection between the neighborhood and the waterfront for the first time in 80 years.

The public process for the project centered on intentional community engagement with neighboring communities to shape the final park space design. A key element of this process was identifying the end users of the park and addressing the needs of those users.

Sources: [Presidio Trust](#), [U.S. Department of Transportation](#)



The Presidio Tunnel Tops.

JAMES CORNER FIELD OPERATIONS

### Private Opportunities

Redeveloping K Street and the Whitehurst interchange to repurpose excess underutilized land will **unlock parcels for development**. The Panel noted the high degree of private interest and enthusiasm toward collaboration and equitable development for the community. Private sector development can provide a canvas for this creativity and be a forum for strengthening the community and partnerships between its agencies and institutions. The Panel asserts that a project of this magnitude and ambition will stimulate desire for and make the economic case for redevelopment with the infrastructure overhaul of I-66. This zone shares the area-wide opportunity of creating connected public spaces that further catalyze the potential for development, and stands out with even more significant residential, retail, and hospitality opportunities.

There is also an opportunity to **embrace newer models for private development**, including leveraging air rights, leveraging bonds, and Tax Increment Financing (TIF) opportunities. This zone could become a complete neighborhood: private development will provide a stronger resident base to allow other desirable uses, like commercial uses, to be supported and justified. The fiscal impact of taking advantage of these opportunities is massive, especially in this zone.

**The Action Plan for this zone is front-loaded:** the Panel acknowledged the necessary public lead in the short-term and provided recommendations to facilitate a long-term private lead. Successful tactical interventions in the near future that engage key anchors and address the street level concerns will act as a draw for more similar projects.

### Short- and Medium-Term Action Items

The Panel recommends the following action items that must precede a long-term private development boom in the Foggy Bottom Connection zone.

## Investment Models in the Local Market: Capitol Riverfront & The Wharf

A redevelopment project in this study area should consider precedent projects in the local market with discretion. These projects, like the redevelopment of the Capitol Riverfront and The Wharf, each required significant public investment and a multi-year planning and predevelopment process lasting upwards of ten years. Both of these examples heavily relied on TIF and were among the largest TIF projects in the city's history: Capitol Riverfront at \$68.5M (PR16-0796 – Payment in Lieu of Taxes Revenue Bonds Southeast Federal Center

Project Approval Resolution of 2006), and The Wharf at \$194M (D.C. Law 17-252. Southwest Waterfront Bond Financing Act of 2008) (source: [dc.gov](https://dc.gov)).

These projects were easier to develop as well – the promise of revenue generation was more clearly forecast and the barriers, both real and perceived, were more easily addressed. In the study area examined by this TAP, the systematic barriers require additional consideration when developing a funding strategy.



Capitol Riverfront.



The Wharf.

**Install better wayfinding** through the neighborhood, prioritizing key anchors like the Thompson boathouse and the riverfront trail network. Acquire support through immediately actionable interventions of this scale that are not bound by the overbuild on I-66.

Establish a coalition or **advisory group of private property owners** with an interest in and potential for redevelopment of their land. This group could pressure the normally inhibitive entities to take action empowered by a compelling business case for such action.

### Continue Planning Efforts for the Foggy Bottom

**Connection** between the neighborhood and the Kennedy Center grounds. Future planning efforts should review policies and actions in DC's upcoming Comprehensive Plan rewrite. A key component would be to explore a feasibility study for rightsizing K Street and the Whitehurst Freeway interchanges, and the potential build-over I-66 between Virginia Avenue and E Street. Future planning could also identify and define new building sites and development blocks with an economic and fiscal impact analysis on the proposed new development parcels.

## West Heating Plant

The West Heating Plant project proposes 70 units of luxury condominiums in Georgetown and is expected to be the most expensive housing in all of DC. Rehabilitation of the former plant, which was built in 1940 and funded by Congress, was accompanied by a covenant that requires compliance with the [Secretary of Interior's Standards for Rehabilitation](#). This project, designed by Sir David Adjaye, who also designed the National Museum of African American History and Culture, broke ground in May 2023. The current market exhibits demand for this and similar products, and there are limited opportunities to provide this level of housing in the nation's capital – and even fewer this close to its monumental core (source: [dcpreservation.org](https://dcpreservation.org)).



ADJAYE ASSOCIATES

West Heating Plant by The Georgetown Co. and The Levy Group.

**Identify the lead entity** to drive this process forward.

The Panel recommends specifically considering DMPED or a local development corporation to be the keeper of the vision. A federal champion will guide the overall vision of the study area, but this area needs a more local leader, which could be a new waterfront initiative-style collaboration.

**Identify funding sources for public infrastructure,**

especially through grant programs and TIF. The city has a wealth of success stories with infrastructure funded through TIF – it is a valuable tool to leverage future value to achieve a project that will deliver the funds.

**Resolve issues of land ownership,** title, and easement definition that impact private development.



## CONCLUSION AND NEXT STEPS

The Panel's recommended Action Plan provides a framework for implementation through an incremental and deliberate approach for a project within the study area. The challenge posed by the existing road network demands radical change to reconnect the National Mall, the Kennedy Center, and the Foggy Bottom neighborhood. Residents, workers, tourists, and stakeholders would all benefit from a project that reconfigures I-66 and its attendant infrastructure.

The Panel recommends implementing successive strategic measures to achieve the five overarching recommendations below.

1. Form the Cultural District Development Authority.
2. Galvanize Congressional Support.
3. Complete the National Mall.
4. Create the E Street grand boulevard.
5. Connect Federal and Local Washington via Foggy Bottom.

The Panel recommends a governance structure, overseen by the proposed Cultural District Development Authority,

that would marshal political will for a project to reconnect the study area. Each component of the study area, led by its own champion entity, could in turn follow the Panel's recommendations to achieve their fullest potential by playing to their unique strengths.

Because each phase of intervention relies on so many disparate factors, the phasing of component items may shift to reflect the changing priorities that come to light from the earlier phases of implementation. The Panel identified the party responsible and ideal partners or stakeholders for each action item to the degree it was able to at this stage.

## Implementation Steps

Below are the initials used in the Implementation Steps matrix that have not yet been used in this report:

**CDDA:** Cultural District Development

Authority

**KC:** The Kennedy Center

**NPS :** The National Parks Service

**SI:** Smithsonian Institution

**Champion – MC:** A Champion entity  
for the Monumental Core (to be  
determined)

**SD:** The State Department

**Champion – FBC:** A Champion entity  
for the Foggy Bottom Connection (to be  
determined)

Recommendation	Area of Concern	Responsible Party	Partners/ Stakeholders
<b>Immediate</b>			
Evaluate the landscape assets in the study area, identifying areas for improvement: view corridors to and from the Kennedy Center	Kennedy Center / E St Boulevard	NCPC	NPS, KC, DDOT, CDDA
<b>Short Term</b>			
Remove trees in decline, overgrown shrub hedges, eroded embankments, trash, and illegal dumping cleanup	Kennedy Center / E St Boulevard	NPS	DDOT
Form the Cultural District Development Authority, including the necessary documentation to establish the purpose and agreement between entities	Governance	DMPED	DCOP, NCPC
Create the Stakeholder Advisory Board	Governance	DCOP, NCPC	Outreach to federal agencies for broader congressional support
Develop a Branding Campaign for the study area as the Kennedy Center Cultural District	Governance	CDDA	KC, SD, SI
Develop a Marketing Campaign to support the vision of the western edge of the National Mall	Monumental Core	CDDA	NPS
Identify lead entities to drive the process and gain congressional support	All	DMPED	NCPC
Establish a coalition/advisory group of private property owners with an interest in and potential for redevelopment of their sites	Foggy Bottom Connection	DMPED	DCOP
Conduct Market Analyses	Governance	DCOP	DMPED
Conduct an Inventory of Ownership	Governance	DMPED, NCPC	FHWA, NPS, DCOP
Conduct a Comprehensive Maritime Analysis	Governance	NCPC	NPS
Perform a visitation study of nearby museums to inform a Retail/Tourism study	Monumental Core	DCOP, NCPC	NPS, KC
Conduct a feasibility study on right-sizing K Street and Whitehurst Freeway interchanges and capping I-66 between Virginia and E Street	Foggy Bottom Connection	FHWA, DDOT, DMPED	NCPC, DCOP, KC, NPS
Coordinate & Build Museum Partnerships: BID?	Monumental Core	Champion – MC	Trust for the National Mall, SI
Address and revisit policies and actions outlined in the DC Comprehensive Plan	Foggy Bottom Connection	DCOP	
Resolve ownership/easement/title issues that impact development	Foggy Bottom Connection	DMPED, FHWA, DDOT	DCOP, NPS, NCPC
Complete planning efforts that identify new building sites and development blocks in Foggy Bottom and include economic impact analysis	Foggy Bottom Connection	DCOP	DMPED, NCPC
Complete a Master Plan for Navy Hill & Potomac Annex Complex	Monumental Core	GSA	NCPC
Improve Pedestrian Access from the National Mall	Monumental Core	NPS, DDOT	NCPC

Recommendation	Area of Concern	Responsible Party	Partners/ Stakeholders
<b>Medium Term</b>			
Prioritize reconnections at lower K street & Thompsons Boathouse	Foggy Bottom Connection	Champion - FBC	NPS
Build a Congressional Coalition with representative from the Interior and Environment Committees in the House & Senate	Monumental Core	CDDA	
Identify key stakeholders in the immediate E Street Corridor and begin a dialogue	Kennedy Center / E St Boulevard	CDDA	
Enhance the riverfront pathway to celebrate the only existing connection from the south to the north of the Kennedy Center	Kennedy Center / E St Boulevard	NPS, KC	
Create ONE additional pedestrian or micro-mobility oriented access way	Kennedy Center / E St Boulevard	DMPED	
Implement a “yellow brick road” project to lead pedestrians and micro-mobility users to the Kennedy Center	Kennedy Center / E St Boulevard	DCOP, DDOT, Golden Triangle BID	NCPC, KC
Create a signage / wayfinding program for pedestrians and micro-mobility users	Kennedy Center / E St Boulevard	DDOT, Golden Triangle BID	DCOP, DMPED
Create specific programming aimed to connect with the community on a regular basis	Kennedy Center / E St Boulevard	DMPED	KC
Activate the Kennedy Center lobby, the REACH, and eventually its new public space as a welcoming “marketing center”	Kennedy Center / E St Boulevard	KC	
Investigate the “barriers,” real or perceived, to current programs and facility access	Kennedy Center / E St Boulevard	KC	
<b>Long Term</b>			
Create a grand boulevard of E Street from Capitol (Justice) to an Arts area at the REACH and Kennedy Center as terminus of the Monumental Core	Kennedy Center / E St Boulevard	CDDA	FHWA, DDOT
Create a public space in front of the Kennedy Center entrance of the grandeur that it deserves	Kennedy Center / E St Boulevard	KC, CDDA	NCPC, CFA
Reinvent the Kennedy Center as a waterfront destination	Kennedy Center / E St Boulevard	KC, CDDA	
Develop opportunities for sustainability that link to Sustainable DC 2.0 Plan in action and in education	Kennedy Center / E St Boulevard	DCOP	

**CDDA:** Cultural District Development Authority

**KC:** The Kennedy Center

**NPS:** The National Parks Service

**SI:** Smithsonian Institution

**Champion – MC:** A Champion entity for the Monumental Core (to be determined)

**SD:** The State Department

**Champion – FBC:** A Champion entity for the Foggy Bottom Connection (to be determined)



## APPENDIX: STAKEHOLDERS

The Panel members would also like to thank the many stakeholders and organizations who participated in the process, providing valuable input that shaped the TAP and this report.

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## ABOUT THE PANEL



**Jamie Weinbaum**  
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Jamie Weinbaum is CEO and President of Horning. Horning is a 65 year-old Washington DC-based real estate owner,

investor, developer, and manager. Horning owns nearly 5,000 units of housing and 600,000 sf of retail across the greater Washington DC metropolitan region. Mr. Weinbaum is responsible for overseeing all aspects of the business including operations, development, and strategic planning. He is a seasoned real estate leader and senior executive with significant experience in multi-family and mixed-use investment, development, and asset management.

Prior to joining Horning, Mr. Weinbaum was an Executive Vice President at MidCity, where he led all development activities to build out a 4 million sf pipeline across numerous urban infill properties in the Washington DC area. Before MidCity, Mr. Weinbaum served as COO of Ditto Residential, where he led all development and construction-related activities as well as long-term strategic growth initiatives for the high-end boutique developer.

Mr. Weinbaum's prior experience includes managing large-scale, mixed-use residential and retail projects at JBG Smith, serving as the Director of the DC Office of Zoning, and working for the DC Deputy Mayor for Planning and Economic Development.

Mr. Weinbaum has been active in several non-profits throughout his career, including serving in various leadership roles nationally and locally at the Urban Land Institute (ULI). Specifically, Mr. Weinbaum served as Chair of the Public Private Partnership (Blue Flight) Product Council and as Chair of ULI Washington.

Mr. Weinbaum holds a JD from the George Washington University School of Law and a BA from Wake Forest University.



**Rauzia Ally**  
Vice President/Managing  
Principal, Leo A Daly  
Washington, DC

Dedicated to civic purpose, Rauzia Ally is the Managing Principal of LEO A DALY's Washington, D.C. studio and serves as the

Market Sector Leader for Public & Institutional. Rauzia is a proven and ambitious designer with wide-ranging experience in various disciplines including art, design, construction, real estate, visioning, and teaching.

Rauzia's thirty years of experience varies from new, large-scale office buildings to assorted typologies of institutional buildings including embassies, corporate headquarters, and university buildings. She is facile at the design of renovation and new construction projects while providing expertise in placemaking, innovation, craft and poetics, and team dynamics.

Rauzia completed her Master of Architecture degree from CUA, and an MBA from John Hopkins University. She served 6 years on the Historic Preservation Review Board and taught for many years at School of Architecture at Catholic University of America.



**Uwe Brandes**  
Professor of the Practice,  
Urban & Regional Planning  
Georgetown University  
Washington, DC

Uwe S. Brandes is founding director of the Urban and Regional Planning Program

at Georgetown University and principal of Brandes Partners LLP, an urban development strategy practice. He formerly served as Senior Vice President of the Urban Land Institute where he was responsible for international programming and research. Prior to ULI, he was managing director of the Anacostia Waterfront Initiative in Washington DC and later the Vice President of the Anacostia Waterfront Corporation during which over \$3 billion of public and private investments were catalyzed in historically underserved neighborhoods in Washington, DC. He is a Fulbright Scholar and has an A.B. in engineering science from Dartmouth College and Master of Architecture from Harvard University.



**Gabriela Cañamar Clark**  
**Partner**  
**LandDesign, Inc.**  
**Alexandria, VA**

Gabriela joined LandDesign in 1998 with an architectural background, a passion for public spaces and extensive

experience in mixed-use, urban infill, residential and commercial projects. As Partner and senior lead designer in the Alexandria office, Gabriela is responsible for project visioning and storytelling through design, concept development and project management. She takes clients through successful project zoning entitlements, works with the design teams and municipal staff to convey the sense of place and the rationale behind the idea. She leads design teams through the preparation of full construction documents for large complex projects such as the downtown and waterfront at National Harbor, and the challenging re-development of Downtown Silver Spring; as well as the design and development for mixed use residential projects, such as The Frasier in Alexandria, Eckington Place in DC, and Ovation in Tyson's Corner.

A Fulbright Scholar, Gabriela earned a degree in architecture from the Instituto Tecnológico y de Estudios Superiores de Monterrey, Mexico and a Master of Landscape Architecture from the State University of New York and is a registered landscape architect in Virginia, Maryland, and Pennsylvania. She is also a member of the American Society of Landscape Architects, American Institute of Architects, Urban Land Institute and also serves as a board member of the Alexandria Economic Development Partnership.



**Martine Combal**  
**Senior Vice President**  
**JLL**  
**Washington, DC**

Ms. Combal is Senior Vice President in the Public Institutions Government and Education Advisory practice and the

East Coast regional lead. She joined JLL in January 2017 to support a broad range of clients, including several federal agencies and municipalities. Ms. Combal is currently supporting the U.S. General Services Administration (GSA) on a regional portfolio strategy and a coworking pilot implementation plan, as well as the realty support needs of the Public Buildings Reform Board. She also has experience with supporting area universities to optimize their real estate and structure mixed-use public-private partnerships, such as George Mason University's FUSE project in Arlington, VA.

Ms. Combal has extensive knowledge and experience with entitlements, in addition to public sector acquisitions and strategic public sector real property dispositions. Her experience includes negotiating disposition agreements, covenants, leases, and ground leases. Ms. Combal also has extensive experience with the District of Columbia and federal affordable housing programs.

Ms. Combal has over 19 years of real estate and urban development experience. Prior to joining JLL, Ms. Combal served as Deputy Director of Real Estate in the District of Columbia Office of the Deputy Mayor for Planning and Economic Development. Previous to that role, she was the Walter Reed Local Redevelopment Authority Director managing the redevelopment of the former Walter Reed Army Medical Center, which will realize 3.1 million square feet of new development and 15 acres of open space. Earlier in Ms. Combal's career in DC Government, she was also the Manager of the Property Acquisition and Disposition Division at the District of Columbia Department of Housing and Community Development where she directed the District's efforts during the 2008 foreclosure crisis to stabilize key.

Ms. Combal resides in Washington, DC with her husband and daughter. Ms. Combal holds a Master's in City Planning and a Certificate in Urban Design from the University of Pennsylvania, School of Design, and a Bachelor of Science in Urban Studies from Cornell University, College of Art, Architecture, and Planning. In 2022, Ms. Combal joined the Board of Directors for Everybody Wins DC and was a member of the Board of Directors for the Capitol Hill Arts Workshop for eight years. She is also active in the Urban Land Institute of Washington, DC.





**Colleen Hawkinson**  
**Consultant**  
**Urban Solutions through**  
**Innovation**  
**Washington, DC**

Colleen Hawkinson has over 20 years of urban planning experience in both the

public and private sectors. She is currently combining her technical experience and creative approach to create a Placemaking and Activation Program with the Tysons Community Alliance (TCA). Leading the program, she will catalyze public realm initiatives and programming and ensure they are integrated into a comprehensive, unified and high-quality identity for an evolving suburban to urban neighborhood.

Prior to her role with the TCA, Colleen was the founding Executive Director of the Dupont Circle BID, where she created and grew an organization that played a vital role in the Dupont Circle neighborhood's re-emergence as a top destination neighborhood through economic development, place management, capital project management, place management, marketing and operations. As the BID's leader, Colleen had a hands-on approach to developing innovative, implementable and successful programs and services that improved the quality of life for residents, visitors and workers in the neighborhood. She was responsible for creating and successfully executing the organization's strategic mission. Colleen also played a key role in helping businesses succeed in a post-covid environment. She worked to move the needle on key policy and programmatic initiatives as an executive member of the DC BID Council and DC Sustainable Transportation Boards of Directors.

Colleen's public sector service started at the District Department of Transportation where she led the Strategic Planning Department. In this role, she was instrumental in planning for infrastructure and economic development projects on both a regional/ City-wide level. She managed streetscape projects that focused on equity and economic growth in neighborhoods. Her management of DDOT's award-winning strategic plan, moveDC, has guided the City's to better balance curbside management and modal prioritization. Her participation on the Streetcar initiative and dedicated bus lane program helped the City prioritize safety, equality and efficiencies in D.C.'s transportation system.

Colleen has a Master's in Urban and Environmental Planning from the University of Virginia. She is a certified guide in Forest Therapy & Nature Mindfulness through the Cultured Forest Program. Colleen lives in Washington, D.C., with her husband and their two daughters. She enjoys her time running in Rock Creek Park, hiking, and exploring urban places.



**Rob Mandle**  
**Deputy Executive Director**  
**National Landing BID**  
**Arlington, VA**

Since 2007, Rob has played a leading role in the successful transformation of the National Landing area into a

vibrant downtown community that is attracting residents, new businesses, and a wave of new investment by the private sector. His background in urban planning and economics combined with his passion for placemaking and collaboratively building communities for people, not just buildings, drives his perspective and vision. Rob's work envisioning and championing a new pedestrian connection to Washington National Airport, the CC2DCA Intermodal Connector, helped propel a unique, differentiating idea into an important infrastructure investment included in the Commonwealth's winning Amazon proposal. Additionally, Rob's framing of the Greater Crystal City area as a downtown of scale and substance as the largest, walkable downtown in Virginia helped propel the BID's efforts to extend its boundaries to Pentagon City and Potomac Yard.

Outside of National Landing, Rob has a track-record for active and engaged community involvement with a vision for community action that embraces creativity, efficiency, and partnership building in order to proactively make change, not just advocate for it. Rob has founded a downtown Civic Association in Norfolk, launched a farmers market in the Petworth neighborhood of DC, and served a term as an Advisory Neighborhood Commissioner where he championed new bicycle infrastructure and traffic calming measures, supported community organizations, and advocated for economic development efforts along Georgia Avenue. Rob is also currently serving as Assistant Cubmaster for Scouts BSA Pack 98 providing leadership and management that supports a team of volunteers providing programming to over 100 youth.

Rob earned a graduate degree in Urban and Regional Planning at Virginia Tech's regional campus in Old Town Alexandria. Rob is also a graduate of Bowdoin College of Brunswick, Maine having earned a degree in Economics and Environmental Studies. Rob resides with his family in the Petworth neighborhood of Washington, DC.



**Brant Snyder**  
Managing Director  
Urban Atlantic  
Bethesda, MD

As Managing Director for Acquisitions of Urban Atlantic, Brant Snyder is responsible for acquiring and managing

new development and investment projects around the country. Brant has 17 years of experience in managing complex, mixed-use, and multi-family projects. He joined Urban Atlantic in January 2022 from Hoffman and Associates where he served as the Senior Vice President, Acquisitions, and was responsible for the pursuit, negotiation, and acquisition of 2.4 million square feet of development, including multi-family, affordable senior housing, office, hotel, and retail. Previously, Snyder worked at Lowe Enterprises where he served as Vice President of Development and oversaw the execution, lease-up and sale of The Hepburn apartment building in Dupont Circle, the entitlement and design of Century Center Apartments in Crystal City and the acquisition and entitlement of the Randall School redevelopment in Southwest. Prior to his time at Lowe, he worked at Madison Marquette, where he was closely involved in the initial equity capitalization of The Wharf.

Brant holds a Master of Science Degree in Real Estate Development from Columbia University and a Bachelor of Science in Finance from Georgetown University's McDonough School of Business. Brant is an active member of ULI and currently serves on ULI Washington's Regional Housing Council, is a past member of ULI Washington's Governance Committee and is a graduate of ULI Washington's Regional Land Use Leadership Institute.



**Catherine Timko**  
Principal  
The Riddle Company  
Washington, DC

Catherine, a nationally renowned urban strategist, is a performance driven leader with extensive experience in real estate

and economic development marketing. From strategy through project development, to marketing and implementation, Catherine ensures the optimal results for clients. Areas of expertise include business development and attraction with a focus on retail and tech, downtown planning and development, community and site selection marketing, market and competitive analysis.

More than just promises of success, Catherine delivers demonstrated success in positioning communities and local economies to effectively compete. Her work is transformative, influencing the restructuring of community economies and market perception, resulting in significant new investment. This includes more than 700 businesses, 10+ million square feet of new space, the creation of 7,000+ jobs, and over \$100M in market exposure. Her clients include a mix of public and private sector organizations including Roadside Development, Equity Residential, Republic Properties, Combined Properties, the Washington DC Economic Partnership, DowntownDC BID, DC Office of Planning & Economic Development, Frederick Economic Development, Invest Atlanta, Center City District - PHL, IEDC, City of Newark NJ, Fort Monmouth Economic Revitalization Authority to name a few.

Catherine has been invited to lecture and speak about retail and economic development across the country including at several universities. She is an active member of ICSC, IEDC, and ULI and has mentored youth interested in real estate and city planning. One of her favorite experiences was as a volunteer instructor with ULI UrbanPlan - she always learns something from the students. She has served as a board member for a variety of nonprofit organizations within the Mid-Atlantic region.







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