

NARRATIVE

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Foggy Bottom Future Inc. is a Non-profit Organization that serves as the provisional lead for the Consortium of stakeholders dedicated to achieving the best possible development outcomes for the Foggy Bottom neighborhood as a fulcrum for the expansion of the National Mall and the creation of a Western Gateway for the Nation's Capital City.

TABLE OF CONTENTS

NARRATIVE	i
D.2.IV.A OVERVIEW	1
D.2.IV.B LOCATION & MAP.....	3
D.2.IV.C RESPONSE TO MERIT CRITERIA.....	7

D.2.IV.A OVERVIEW

Introduction: The "Rearchitecting the Potomac River Freeway Interchange Enables Responsible Development" study presents a promising opportunity for fine-grained planning. This collaborative effort aims to achieve the best possible outcome based on identifying and weighing stakeholders' interests. The potential benefits of capping over the freeway, rationalizing traffic flow, and maximizing flexibility for mixed-use development are significant and must be fully understood. The plan will also strive to integrate the Reconnecting Neighborhoods Program (RCN) and Thriving Communities Program (TCP) priorities to their maximum potential. These include increasing the housing supply, enhancing pedestrian and vehicular safety, contributing to climate change mitigation and sustainability, improving access for pedestrians and vehicles, leveraging existing resources for community and city improvement, addressing long-term equity and justice issues, and integrating planning with adjacent particular focus areas and USDOT policy.

Project History: The installation of the Potomac Freeway Interchange was not without its challenges. It required the destruction of a vibrant neighborhood, leaving behind an undeveloped urban dead zone. The remaining land was isolated and divided by the freeway, hindering any potential regrowth. The project's abrupt end resulted in an ad hoc patchwork to the city street grid, and the interchange system was ranked as an "F" by traffic engineering standards. These past challenges underscore the urgency and importance of our current project.

Transportation Needs: The freeway interchange effectively creates an isolated island of ramps and troubled intersections that separates the neighborhood from the rest of the Foggy Bottom neighborhood and the rest of the city from having ready access to the Georgetown waterfront, the Kennedy Center, and the North West approach to the National Mall. As built, the interchange exacerbates more transportation and land use problems (i.e., pedestrian and vehicular safety, restricting access to Metro, interrupting traffic flows, and interfering with responsible development to meet critical city needs) than it solves. Rearchitecting the Potomac River Freeway interchange, removing or relocating ramps, and capping (decking or lidding) over the subgrade portions of the freeway from L Street to the Juarez Circle underpass creates a fresh slate for various development and park uses. A visualization of the problem space is provided in Section D.2.IV.B LOCATION & MAP of this document. Additional information can be found on the <https://www.foggybottomfuture.org> website.

Proposed Improvements: Transform the urban dead zone created by the Potomac River Freeway interchange that destroyed a vibrant neighborhood and prevented any regrowth by dividing the land from the city grid and the city from the waterfront. The study seeks to define innovative solutions through collaboration and design flexibility to create developable space to enable a thriving, pedestrian-safe, energy-efficient, accessible to public transportation, economically viable, and sustainable neighborhood. A realized archology that implements our best understanding of the relationship between humans, the natural environment, and the built environment.

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

Safety: The proposed improvements will provide substantial safety benefits (to commuters, workers, etc.) compared to existing conditions; mitigate any significant safety risks that could result after the project’s completion; and not negatively impact the safety of the traveling public and any relevant group applicable to the program.

Planning Grants: A comprehensive iterative and recursive conceptual and preliminary design spiral study will be performed drawing on the expertise of the Consortium participants, including but not limited to urban planning, development, engineering, architecture, citizen engagement, and inter and intra-government agency collaboration. Each spiral will proceed first by codifying/validating the stakeholders' requirements/desirements and translating them into verifiable and implementable project requirements. Secondly, the qualitative and quantitative characterization of those requirements and the cross-discipline systems engineering analysis will be performed, driving out derived requirements that must be met. Third, the potential architectural design solution space will be explored and articulated using state-of-the-art constraint-driven volumetric and rendering visualization tools. Finally, the orchestration necessary to achieve the envisioned outcomes within acceptable bounds of cost, schedule, and technical risk will be articulated.

List of current Stakeholders: Table 1—List of Known Stakeholders includes the stakeholders we have identified to date. While the opinions of the identified stakeholders vary regarding their perceived best outcomes, most have indicated their support for a planning grant project.

DC Government:	Federal Government:	Private Landowners
o Delegate Eleanor Holmes Norton	o National Park Service	o Barnhard Family LLC (BFLLC)
o Office of the Mayor	o US Department of Transportation (US DOT)	o PMG MAPP LLC
o Deputy Mayor Office of Economic Development	o Federal Highway Administration (FHWA)	o Up Campus Student Living
o Council Member Brook Pinto	o Department of Housing & Urban Development (HUD)	Developers
o DC Department of Transportation (DC DOT)	o Department of Energy (DOE)	o Transwestern Development
o DC Office of Planning (DCOP)	o General Services Administration (GSA)	o Bresler & Reiner, Inc
o Advisory Neighborhood Council ANC 2A	o National Capital Park & Planning Commission (NCPC)	o Clarke Reality Capital, LLC
o DC Council of Business Improvement Districts	o Commission of Fine Arts (CFA)	o Urban Investment Partners (UIP)
o Metropolitan Washington Council of Governments (MWCOC)	Non-Governmental Organizations (NGOs)	Architects, Planners, & Attorneys
Virginia Government:	o Foggy Bottom Association	o Perkins-Eastman
o Senator Mark Warner	o West End Citizens Association	o Gibson & Associates
o Senator Tim Kaine	o Foggy Bottom Future.org	o ZGF
o Representative Don Beyer	o George Washington University (GWU)	o HINGE & Associates
o Representative Gerry Conolly	o Committee of 100	o Lightbridge LLC
Maryland Government:	o Federal City Council	o Travis Price Architects
o Senator Chris van Hollin	o Greater Greater Washington	o Goulston & Storrs, LLP
o Sen Ben Cardin	o Smart Growth Foundation	Business Improvement Districts (BIDs)
o Representative Jamie Raskin	o Congress for the New Urbanism	o Georgetown BID
o Representative Glenn Ivey	o Urban Land Institute	o Golden Triangle BID
o Representative Steny Hoyer	o Trust for the National Mall	o Downtown BID
	o National Mall Coalition	o SW BID

Table 1 – List of Known Stakeholders

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

D.2.IV.B LOCATION & MAP

Foggy Bottom is a neighborhood in Washington, DC, in the city's northwest quadrant. The Potomac River and Georgetown bound it to the West, the West End and Golden Triangle to the North, the White House Grounds to the East, and the National Mall to the South, as shown by the blue boundary line in [Figure 1 – The Extents of Foggy Bottom](#).

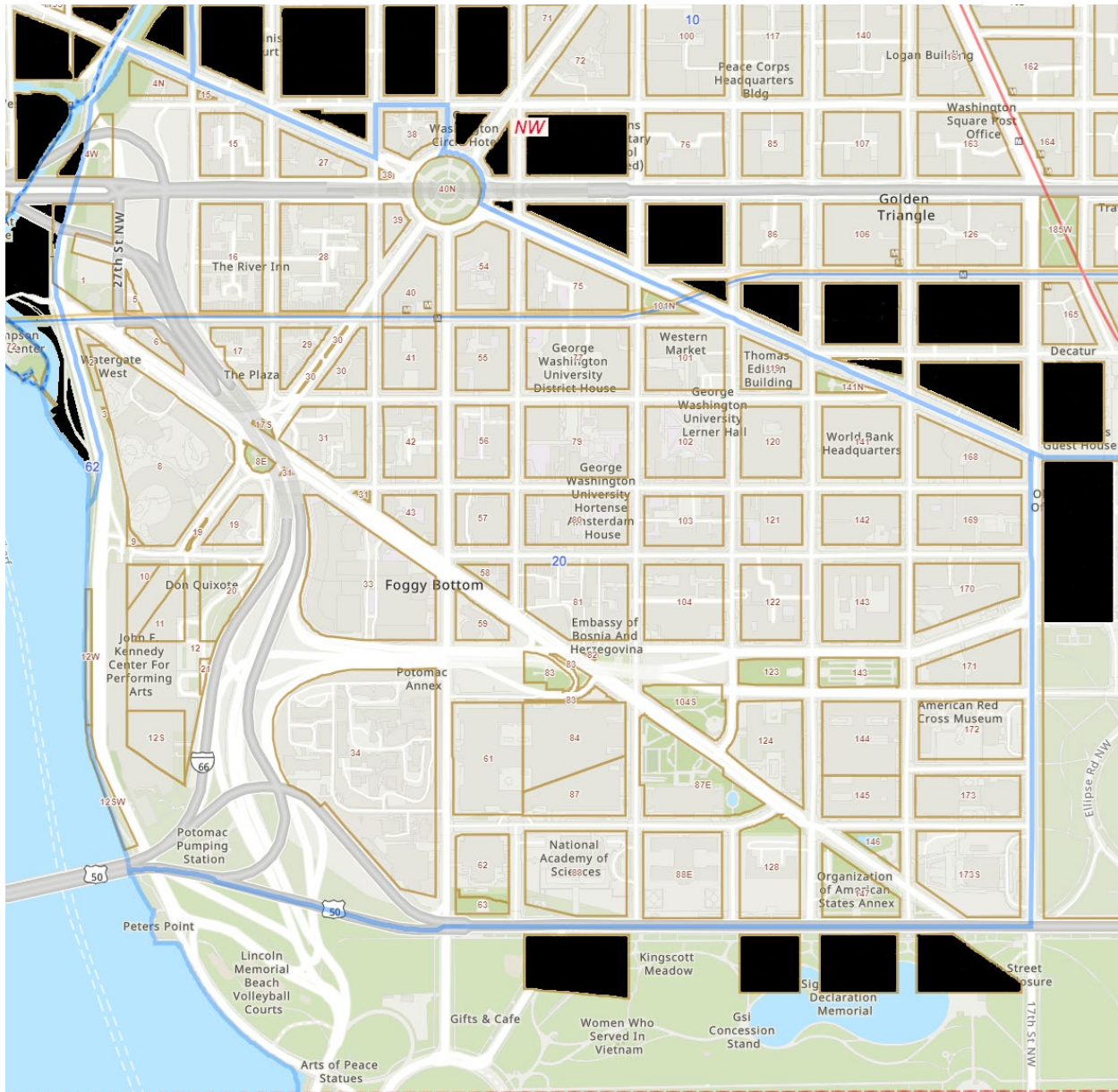


Figure 1 – The Extents of Foggy Bottom

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

The properties directly impacted by a material change in the Potomac River Freeway Interchange are in Squares 0001, 0002, 0004, 0004W, 0005, and 0006. The land owners of record are shown in Table 2 – Land Owners Directly Impacted by Changes in Potomac Freeway Interchange.

#	Square	Square, Lot #, Owner	Lot Size (ft ²)
1	0001	0001 0843 UNITED STATES OF AMERICA	6,851
2		0001 0847 DISTRICT OF COLUMBIA	2,511
3		0001 0848 UNITED STATES OF AMERICA	12,296
4		0001 0849 DISTRICT OF COLUMBIA	38,936
5		0001 0850 DISTRICT OF COLUMBIA 50%	20,850
6		0001 0850 DISTRICT OF COLUMBIA 50% (WMATA)	
7	0004	0004 UNITED STATES OF AMERICA	127,583
8	0004W	0004W 0811 DISTRICT OF COLUMBIA	9,142
9		0004W 0800 UNITED STATES OF AMERICA	1,275
10		0004W UNITED STATES OF AMERICA	National Park Service
11	N/A	27th Street Right of Way / Freeway Off-Ramp	Unspecified/TBD
12	0005	0005 0850 DISTRICT OF COLUMBIA	3,583
13		0005 Alley DISTRICT OF COLUMBIA	243
14		0005 0854 DISTRICT OF COLUMBIA	1,846
15		0005 0855 BARNHARD FAMILY LLC	3,131
16		0005 UNITED STATES OF AMERICA (South of Ramp)	23,811
17		0005 UNITED STATES OF AMERICA (Ramp)	Unspecified/TBD
18		0005 UNITED STATES OF AMERICA (North of Ramp)	167,486
19	0017S	I Street Right of Way / Freeway On-Ramp	17,116
20	0006	0006 0042 Up Campus Student Living	Excluded
21		0006 0810 PMG MAPP LLC	3,703
22		0006 UNITED STATES OF AMERICA RES 00970000	21,633
		Minimum Total Area of Impacted Land (ft ²)	461,996
		Minimum Total Area of Impacted Land (Acres)	10.61

Table 2 – Land Owners Directly Impacted by Changes in Potomac Freeway Interchange

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

As shown in Figure 2 – The Immediate Area Before the Potomac Freeway was Built, there was extensive attainable residential housing and the H.P. Montgomery School (Designated as colored). Except for three townhomes at the corner of 27th & I Streets (located on Square 5), all other residential structures on Squares 1, 4, and 5 were demolished. Contemporary with the installation of the freeway, Square 6 was developed as a Howard Johnson hotel next to a gas station built in the 1920s. Figure 3 – The Immediate Area After the Potomac Freeway was Built, shows the freeway after construction was stopped. Figure 4 – The Interchange Connects to Whitehurst Freeway and Underpass, shows the modified freeway interchange as it exists today (the interchange ramp to nowhere was removed). The freeway interchange effectively creates an isolated island of ramps and troubled intersections that separates the neighborhood from the rest of the Foggy Bottom neighborhood and the rest of the city from having ready access to the Georgetown waterfront, the Kennedy Center, and the North West approach to the National Mall. As built, the interchange exacerbates more transportation and land use problems (i.e., pedestrian and vehicular safety, restricting access to Metro, interrupting traffic flows, and interfering with responsible development to meet critical city needs) than it solves. Rearchitecting the Potomac River Freeway interchange, removing or relocating ramps, and capping (decking or lidding) over the subgrade portions of the freeway from L Street to the Juarez Circle underpass for various development and park uses. Implementation options include but are not limited to:

- **Eligible Facility Removal:** The interchange ramps must be removed or reconfigured to repair the rift in the city's grid.
- **Pedestrian and Bicycle Accommodations:** To increase walkability and road safety, prioritize pedestrians and multi-mode transportation alternatives better suited to the environment.
- **Access:** Improve accessibility and connections to the Potomac River, Georgetown Waterfront, Rock Creek Trail, and the Kennedy Center.
- **Complete Streets:** 27th, 26th, I, and L Streets can be reconnected to the street grid.
- **Transit Services:** Any resulting mixed-use development of the caped area connecting with adjacent parcels may include multimodal transportation levels.
- **Roadway Connections:** Enhanced rational roadway connections may allow for safer intersections and better traffic flow. Considering the L'Enfant Plan, redesigning the terminus for Virginia Ave at Rock Creek Parkway is possible.
- **Other Infrastructure:** Creative reuse of the steam tunnels for other utilities. Provide access to street car turnaround space and bus parking areas. Separate proposals have been studied, and funding bills have been introduced to deck over the portion of the Potomac River Freeway in front of the Kennedy Center to create a grand civic plaza reconnecting the center to the city and the National Mall.
- **Equity & Resilience:** Meet the equity and resilience goals in the US DOT agency framework and D.C.'s Comprehensive plan by providing attainable equitable housing opportunities, community-focused retail, and accessible park resources on-site.
- **Public-Private Partnership:** Provide the catalyst to draw out the confluence of interests between the stakeholders and achieve the best possible project outcome.
- **Metro:** Explore expanded Metro options through the WMTA easement in the vicinity.

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT



Figure 2 – The Immediate Area Before the Potomac Freeway was Built (Baist)



Figure 3 – The Immediate Area After the Potomac Freeway was Built (US DOT)



Figure 4 – The Interchange Connects to Whitehurst Freeway and Underpass (Google)

D.2.IV.C RESPONSE TO MERIT CRITERIA

Criteria 1: Equity and Justice 40 Initiative

The development of the Potomac River Freeway (aka E Street Expressway) as part of the Defense Highway Act of 1954 led to disparity in the treatment of the established Foggy Bottom neighborhood residents. As a historically predominately African American neighborhood, Foggy Bottom would be categorized as a disadvantaged community, and most of the community organizations, churches, schools, and businesses were displaced to other locations in the Washington metropolitan area. Our Foggy Bottom Future proposed development to reconnect Foggy Bottom and adjacent neighborhoods, providing transportation, housing, economic, and environmental benefits and re-establishing the area's social and cultural benefits, including reactional access to parks and other community amenities. Potential planning efforts will be made to ensure equity, including:

- Engage the pre-freeway legacy households, community organizations, and businesses as stakeholders
- Explore different options for addressing the displacement during the property acquisition phase with housing & business opportunities.

Equity and justice will be addressed directly when working with DC Heritage.org and the identified parties. This area's indigenous peoples were of the Patawomeck & Piscataway tribes, part of the greater east coast Piscataway Confederation. We do not anticipate a tribal interaction for this project as prior GSA EIS studies, completed approximately twenty years ago for the West Heating Plant in Georgetown, reported that the area was not of particular significance over any other site adjacent to the Potomac River. If additional information is determined during the study time, appropriate consideration will be given to address equity & justice concerns.

Criteria 2: Access

This planning grant is about remedying access denied from the original plan, which left an incomplete freeway from the mid-20th century and is no longer viable to support today's needs. The recessed freeway and flyover access ramps created a physical barrier that precluded cross-traffic flow and barred pedestrian access. The proposed freeway modification would cap the freeway and remove the fly-over ramps, thus allowing for a mixed-use development to re-establish a seamless city grid. Modified access for vehicular traffic will create increased safer access for all modes of transportation and facilitate community connectivity. This enhanced transportation network will facilitate access to the other S/SE Foggy Bottom employment centers and improve the walkability for residents, visitors, and commuters, further supporting economic development. In addition, the proposed planning grant will facilitate the disparate stakeholders in cooperation with the various federal agencies in creating a livable, walkable neighborhood that acts as the Western Gate to the city of Washington and the National Mall. With increased connectivity, the entire community will have improved capacity and access to affordable housing, jobs, healthcare, grocery stores, schools, places of worship, recreation, green spaces, and parks.

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

The development of the “North section” as identified by the NCPC or the “Foggy Bottom Connection” as labeled in the ULI TAP Kennedy Center Action Plan provides a unique opportunity to create a wholistic urban neighborhood that reconnects Georgetown, the Potomac waterfront, and the Golden Triangle BID with adjacent areas of the city. It will become a public transit hub, restoring access severed by the freeway building and eliminating the streetcar system. Besides creating access, this new neighborhood will be a model for the “15-minute “city where residences, schools, shopping, parks, recreation, and public transit are within a 15-minute walk.

The site has an extraordinary energy-stranded asset: the GSA HOTA tunnel, which could be a thermal energy storage battery and/or a hot and cold-water transmission line. This asset has the potential to service any new development along with other buildings that could be attached to it as part of an urban micro-grid served by on-site generation in Square 1.

A fleet of dedicated autonomous vehicles would serve the development with minimized parking. Delivery would be restricted to small service vehicles that take delivery from standard-sized trucks and then lighter trucks for final delivery.

Criteria 3: Facility Suitability

The Potomac River Freeway facility presents significant barriers to access, mobility, and economic development, is poorly suited to the community, and no longer supports today’s needs. The recessed freeway and flyover access ramps created a physical barrier that precluded cross-traffic flow and barred pedestrian access. The proposed freeway modification, including capping the freeway and demolition of fly-over ramps, will allow for a mixed-use development to re-establish a seamless city grid while allowing modified access to vehicular traffic and creating increased safe access for all transportation options to facilitate community connectivity. If these transit obstacles remain unaddressed, current transit network deserts will persist, failing to reduce our unsustainable reliance on private vehicle transportation and continued denial of critical services for the local community. The proposed plan will reduce automobile reliance and increase walkability and transit access. As a vital gateway to the National Mall, Kennedy Center, Georgetown, and federal employment centers of S/SE Foggy Bottom, crosstown corridors that would connect the Golden Triangle BID, the Downtown BID, through to the H Street street-car line would create a continuous and easily accessible means to public transit in this area supports the local community as well as commuters and visitors unfamiliar with the area.

In its current state, the traffic flow in this area is chaotic and disorganized due to ad hoc responses to colliding a mid-20th-century freeway into an 18th-century grid plan. It is a failed attempt at maximizing traffic throughput at the expense of safety, walkability, and access. This area has multiple hazards that demand reconfiguration. Potential actions to be studied further and planned include:

- a) Relocation of homeless encampments along the Right of Way and median.
- b) Rationalize the egress & ingress to the Roosevelt Bridge, removing the flyover ramps that would allow for the expansion of the mall and reconnection of the Kennedy Center to the city grid

- c) Reconnect I Street from 23rd to the river.
- d) Redesign the access to Virginia Avenue and Rock Creek Parkway, creating a suitably grand public space for the terminus of Virginia Avenue.
- e) Restore the Juarez Circle.
- f) Reimagine Virginia Avenue to create a cohesive grand Avenue consistent with L'Enfant's plan for "Vista" Avenues.
- g) Establish an intermodal access point at the Foggy Botto/GWU metro stop.

The development of this section of the greater National Mall expansion will ensure financial sustainability by attracting new residents, businesses, and tourists. Creating the City's Western Gateway will enhance the attractiveness of the adjoining neighborhoods to the east, which will undergo commercial office-to-residential conversions and use TIF financing for further infrastructure development.

Criteria 4: Community Engagement and Community-based Stewardship, Management, and Partnerships

As a historically predominate African American neighborhood, Foggy Bottom would be categorized as a disadvantaged community, and most of the community organizations, churches, schools, and businesses were displaced to other locations in the Washington metropolitan area during the creation of the Potomac River Freeway. Our proposed development to re-connect the original Foggy Bottom Neighborhood will provide transportation, economic, and environmental benefits and re-establish social and cultural benefits to the area, including reactional access to parks and other community amenities. Foggy Bottom Future has embraced a collaborative approach to envision a solution that reconnects and/or mitigates burdens to redress inequities and benefit economically disadvantaged communities. The organization will also ensure they are consistent with DOT Order 1000.12C, and the Plan establishes goals and measures for effectiveness. Community-centered planning efforts will include:

- During the planning and implementation process, request representation and input from pre-freeway legacy households, community organizations, and businesses.
- Host public forums for local community input.
- Poll stakeholders for concerns, recommendations, and questions to be weighted and prioritized
- Provide results and decisions to stakeholders to maintain transparency and promote trust.
- Delineate options to address past displacement during the property acquisition phase with housing & business opportunities.
- Work with DOT and other associated agencies as required.
- Will incorporate the RCN and TCP Main Street Goals throughout the process

Support and resource commitments will be sought and documented over the next several months.

Criteria 5: Equitable Development

The Foggy Bottom Future plan encompasses community revitalization, renewal, and growth strategies. While this area does not qualify as disadvantaged according to the CJESC tool, factual

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

measures of public transit & pedestrian access are patently disadvantaged. It also denies public transit access to the major tourist and workplace destinations in disadvantaged neighborhoods. Responsible development entails implementing efficient, affordable housing as part of a mixed-use development that offers economic opportunities to support local community living. In addition, including the past neighborhood community representation during the planning process will provide a means to address results created from the coercive nature of the original development, avoiding duplication of such events.

Our current crisis in housing affordability is particularly acute at this point in our nation's history. The proposed development can serve as a template for federal intervention in both affordability and livability by the following:

- a) Repurposing urban land acquired by the federal government for highways and other anachronistic uses for which repayment can be waived per FAR 23.1 for housing, retention, schools, and workplaces that will create a walkable, livable community with ready access to public transportation.
- b) Encourage a high-density-built environment to gain full utilization of assets, encourage public/private investment to support greater commercial and mixed-income residential development near public transportation, and create a walkable neighborhood to provide seamless integration of the adjacent neighboring communities.
- c) Implement a carbon tax credit for residents and businesses to support carbon-reduction goals and encourage the community to participate in eco-friendly efforts.
- d) Encourage the development of green and blue spaces and connection to existing parks and recreational spaces for greater community cohesion and celebration.

The federal government has always had a role in subsidized housing. Government subsidies helped create the middle class through various taxation and finance subsidies. The proposed 'Foggy Bottom' planning effort will provide a tool to support the necessary infrastructure for such development with future capital construction grants.

Criteria 6.1: Climate Change Mitigation and/or Adaptation and Resilience

The development of the "North section" as identified by the National Capitol Planning Commission (NCPC) or the "Foggy Bottom Connection" as labeled in the Urban Land Institute (ULI) Technical Assistance Program (TAP) Kennedy Center Action Plan provides a unique opportunity to create a wholistic urban neighborhood that reconnects Georgetown, the Potomac waterfront, and the Golden Triangle BID with adjacent areas of the city. It will become a public transit hub, restoring what was severed with the building of the Potomac River Freeway and eliminating the streetcar system. Besides creating access, this new neighborhood will be a model for the "15-minute city" where residences, schools, shopping, parks, recreation, and public transit are within a 15-minute walk.

The Foggy Bottom Future plan will consider potential evolving alternative energy options, such as large-scale heat pumps, micro-grid implementations, micro-reactors, and others, as deemed feasible. In addition, this site has running through it an extraordinary energy-stranded asset in the GSA HOTA tunnel that could be a thermal energy storage battery and/or a hot & cold water transmission line to

REARCHITECTING THE POTOMAC RIVER FREEWAY INTERCHANGE ENABLES RESPONSIBLE DEVELOPMENT

service new development along with other buildings that could be attached to it as part of an urban micro-grid/District heating and cooling system served by on-site generation in Square 1

The Foggy Bottom Future plan will incorporate the latest construction materials and processes, including Net Zero Carbon, using materials like SCM cement and carbon pollution-free energy efforts. Construction plans will integrate climate resilience measures or features to ensure ready adaptation for emergent environmental change and embrace the National Climate Resilience Framework concepts. As part of this effort, Foggy Bottom Future plan will seek the implementation of a carbon tax credit for residents & businesses that live in this proposed carbon-reduced zones based on the following criteria:

- a) Encourage a high-density built environment to gain full utilization of assets
- b) Emphasized public transit/walkability-oriented neighborhood with limited privately owned automobile capacity.
- c) Potential cargo and bus transit location to facilitate access to local distribution and recharging access
- d) Identified as “high walkability” access to neighborhood amenities.

The US's climate GHG, emission reduction goal, cannot be achieved through EV vehicles alone but by creating urban housing with walkable communities close to public transport. A fleet of dedicated autonomous vehicles would serve the proposed development with minimal parking. Delivery would be restricted to small service vehicles that take delivery from standard-sized trucks and then lightered for final delivery. These efforts will increase energy-efficient modes of transportation, reduce GHG emissions, and serve as a national template for addressing climate change & affordability.

Criteria 6.2: Workforce Development and Economic Opportunity

The Foggy Bottom Future plan includes an inclusive effort to encourage and facilitate workforce development and economic opportunities. With the proposed live-work units planned, the opportunity exists for retail entrepreneurs and proximity employment for residents. The development of the future workforce is enhanced by the proximity of Georgetown & GWU Universities and federal employment opportunities that host intern and growth opportunities. Onsite energy generation provides job development opportunities for an expanded heating and cooling system with the potential to service data centers/service farms. This includes the GSA HOTA adaptive reuse and development of needed facilities, equipment, and sustainment. Some of these employment opportunities have the potential for unionization. The Future Bottom Future plan will encourage incorporating strong labor standards, pro-active anti-discrimination and anti-harassment plans, project labor agreements, workplace rights notices, training and placement programs, and local hiring and procurement preferences, particularly for underrepresented workers and individuals with convictions.

Criteria 6.3: Planning Integration

The National Mall Expansion, reconnection of the Kennedy Center and the North section of Foggy Bottom, a balanced transportation system, and the creation of coherent and inspiring public spaces must necessarily include the active participation of the federal government, especially in this area where the city government and the federal government’s interests are intertwined. Foggy Bottom Future has consulted with the Metropolitan Washington Council of Governments, which indicates support for the effort to rationalize and improve the transportation grid across the city as outlined in the proposed FBF plan.

All stakeholders will be polled, their goals addressed, and the DOT’s policy priorities implemented. The plan will be implemented through an appointed board with powers similar to the Pennsylvania Avenue Development Corporation in conjunction with a Foggy Bottom BID, which will fill the gap in services and governance provided by the BIDS in adjacent areas.