

Background to the Study

THE DC COMPREHENSIVE PLAN

The 2006 Comprehensive Plan for the National Capital provides the backdrop for the Kennedy Street Revitalization Plan, as it sets forth a series of core policy goals that contribute to an overall vision for the city as well as provide guidance for more place-specific planning efforts. The goals serve the Comprehensive Plan's broad objective of setting the stage for the District "to be a more 'inclusive' city – to ensure that economic opportunities reach all of our residents, and to protect and conserve the things we value most about communities."

In the context of Kennedy Street, it's important to note the Comp Plan's emphasis on targeting the rehabbing and production of affordable housing as a "civic priority."

One of the ways in which to describe "housing affordability" is through use of the term *Area Median Income* (AMI), which refers to the average income among the DC region's many households. (In 2005, the AMI for a family of four was \$89,300.) The chart on the following page describes how affordability is determined. In line with these categories, the District offers access to a number of affordable housing programs designed to serve households in each group.

CATEGORY	% OF AMI	ANNUAL HOUSEHOLD INCOME	PROGRAMS
Extremely low-income	Less than 30%	\$0 - \$30,000/year Parking lot attendant; Food prep worker	Full-time parking atten- dant; food preparation worker
Very low-income	30% - 60%	\$30,000 - \$54,000 Bookkeeper; Firefighter; Parking lot attendant; Food prep worker	Full-time bookkeeper; firefighter
Low-income	60% - 80%	\$54,000 - \$72,000 Nurse; Librarian; Fulltime firefighter; Receptionist	Full-time nurse; librarian
Moderate-income	80% - 120%	\$72,000 - \$108,000 Computer system man- ager; Nurse; Bookkeeper	Full-time computer system manager

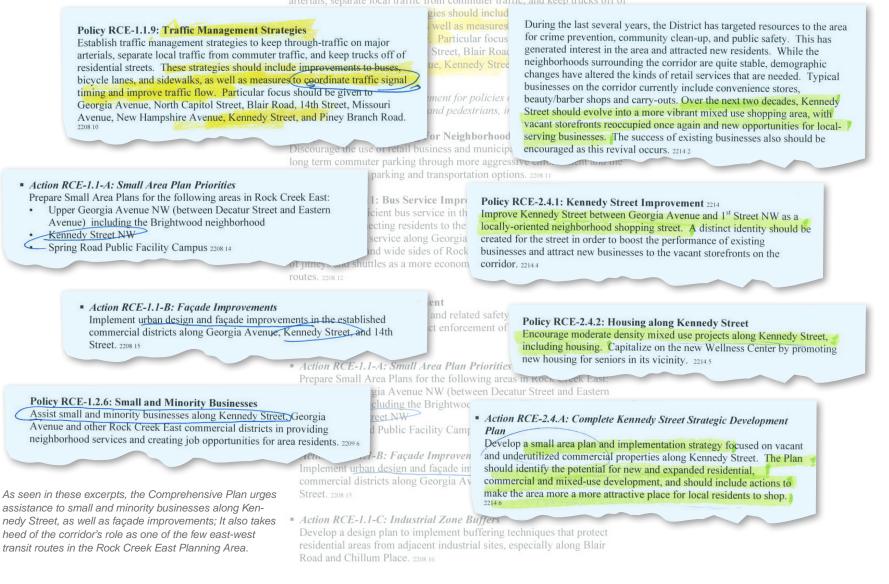
The Comprehensive Plan places its affordable housing objectives within the larger context of distributing mixed income housing more equitably across the entire city. Mixed income development allows for the co-existence of a broad range of income levels and socio-economic groups; such development can include low-income, workforce, and market rate units, along with a mix of rental and home ownership.

Similarly, under the category of "economic development," a major policy recommendation calls for promotion of "the vitality and diversity of Washington's neighborhood commercial areas by retaining existing businesses, attracting new businesses, and improving the mix of goods and services available to residents." The Plan also notes that retention, attraction, and improvement will depend not only on private investment, but on "cooperation among merchants and property owners....The City can assist by providing technical assistance, financial incentives, and support to merchant associations, and by coordinating its revitalization programs with those of the private and non-profit sectors."

The Kennedy Street plan's implementation strategy (see Chapter 10) identifies a series of initia-

Policy RCE-1.1.9: Traffic Management Strategies Establish traffic management strategies to keep through-traffic on major

arterials, separate local traffic from commuter traffic, and keep trucks off of



tives, linked to these policy recommendations, that can be applied to the corridor's revitalization.

FROM THE COMP PLAN TO THE SMALL AREA PLAN

The 2006 Plan proposed that the Kennedy Street corridor be the subject of one of three Small Area Planning priority studies within the 7.1 square mile Rock Creek East Planning Area (the other two being Upper Georgia Avenue between Decatur Street and Eastern Avenue and the Spring Road Public Facility campus).

Small Area Plans (SAPs) are designed to supplement the Comprehensive Plan by providing detailed direction for the development of specific neighborhoods within the larger planning district. Looking for significant public input, the SAPs allow citizens to develop strategic priorities that will shape future development; identify gaps and opportunities in City services and resources that are deployed at the neighborhood level; and ultimately help to shape critical capital budget decisions and agency investment priorities at the City level. Regarding Kennedy Street, the Comprehensive Plan recommended that this planning effort "identify the potential for new and expanded residential, commercial and mixed-use development, and should include actions to make the area a more attractive place for local residents to shop."

Under the general heading of "Guiding growth and neighborhood conservation," the Comprehensive Plan articulated a series of action steps for Kennedy Street, including implementation of urban design and façade improvements and assistance to small and minority businesses. The Plan notes that "over the next two decades, Kennedy Street should evolve into a more vibrant mixed use shopping area, with vacant storefronts reoccupied once again and new opportunities for local-serving businesses."

SETTING THE STAGE FOR THE COMPREHENSIVE PLAN: The Strategic Neighborhood Action Plan and Kennedy Street

Beginning in 2001, the Office of Planning undertook a community-based planning process that led to the creation of a series of Strategic Neighborhood Action Plans (SNAPs). At the heart of these plans, each of which examined one of 39 so-called "neighborhood clusters," was a set of priority issues identified by residents working with neighborhood planners from the OP, accompanied by a series of related action and response items. Overall, the SNAPs focused on influencing the City's allocation of human and financial resources as well as informing the priorities of nonprofits, of faith-based organizations, and of neighborhood leaders working towards the improvement of individual communities.





The institutions along Kennedy Street – its churches, service agencies, and charter school – help to anchor a neighborhood characterized by easy links to the City's Metro system via bus routes and by many examples of solid housing stock.

Cluster 17 encompassed the neighborhoods of Brightwood, Takoma, and Manor Park, and thereby included Kennedy Street. Overall, Cluster 17's three major priorities, as articulated in the SNAP, focused on:

• Enhanced, attractive, well-maintained public infrastructure and public and private spaces;

- Public safety; and
- Quality public education.

For Kennedy Street specifically, emphasis was placed on:

- Enforcement of litter laws, particularly at 1st and Kennedy and 5th and Kennedy; and
- Provision of consistent and balanced police presence, particularly at 1st Place between Kennedy and New Hampshire Ave.

According to the SNAP report, Police Service Area (PSA) officers were to have initiated an educational program regarding litter laws shortly after publication of the plan. Regarding public safety, the plan stipulates that all PSAs have officers assigned to bike and foot patrol, with redeployed officers assigned to foot patrol.

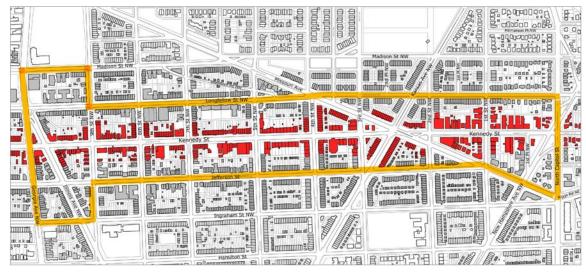
Participants in the planning process further reinforced the importance of these concerns by highlighting, as the first element of their Vision for Kennedy Street, a neighborhood that is Clean and Safe, with the goal of ensuring "a clean, safe and beneficial environment where it is enjoyable to live, work, and be entertained." (The community's complete Vision and accompanying goals can be found in Chapter 6.)

KENNEDY STREET AS A NEIGHBORHOOD INVEST-MENT FUNDING AREA

Helping to support the goals of the Comprehensive Plan as they relate to Kennedy Street, the area has been targeted as one of twelve neighborhoods eligible to receive funding from the Neighborhood Investment Fund (NIF); the Brightwood NIF area is bounded by Fern Street and Fern Place to the north, Kennedy Street to the south, 5th Street to the east, and 16th Street to the west. Sponsored by the Deputy Mayor's Office for Planning and Economic Development, the NIF provides dollars for projects that focus on economic development and revitalization. The NIF also facilitates creative partnerships among District agencies, the nonprofit sector, and the private sector. This plan recommends that the NIF boundary is extended along Kennedy Street to North Capitol Street.

SCOPE OF THE KENNEDY STREET REVITALIZA-TION PLANNING STUDY

Drawing on the recommendations of the Comprehensive and Strategic Neighborhood Action Plans and other District-wide policies and programs, and working with a consulting team led by Boston-based Goody Clancy, the District's Office of Planning undertook a planning study to improve Kennedy Street's overall economic and physical vitality.



The portion of the plan outlined above represents the core of Kennedy Street study area.

The scope of work identified a series of key study tasks:

- Creating a business improvement strategy;
- Building a set of redevelopment scenarios; and
- Formulating a neighborhood-scaled urban design framework that would build upon the street's unique characteristics and enhance the walkability, attractiveness, and vibracy of the corridor

With this scope, the study identified the major assets that characterize the corridor, including:

- Strong residential housing stock
- Major east-west and north-south bus routes, each of which is no more than six-to-seven minutes from a Metro stop
- A diverse community comprising a mix of long-term residents and relatively recent arrivals committed to the creation of an improved Kennedy Street
- Strong local institutions, including a number of faith-based organizations.

At the same time, the study looked at the key challenges facing the community and the City in connection with the corridor's physical and economic revitalization. Physically, the corridor lacks proper streetscape and public realm amenities. This absence of a pedestrian-friendly experience along the corridor is only exacerbated by unfriendly, often-times cluttered storefronts, and by a general mismatch between existing retail offerings and current (as well as projected future) demand. Issues of safety and corridor "cleanliness," perceived or otherwise, that were identified in the earlier SNAP persisted as additional challenges during the course of the study.

While identifying development scenarios and implementation strategies to improve the corridor both physically and economically, the study sought ways to preserve housing affordability and to avoid displacement either of current residents or current businesses. Given the lack of City control over any of the corridor's properties, as well as the fractured ownership pattern along the corridor, the study focused on a handful of critical, but at this stage potential, redevelopment sites, indicating the kinds of approaches that could be taken to improve the corridor in terms of land use, physical design, and economic opportunity.

EARLY REDEVELOPMENT AND REVITALIZATION INITIATIVES

Independent of the planning study, public investment has occurred on the corridor, particularly in connection with the newly-opened Senior Wellness Center along the 300 block of Kennedy Street. Private-sector residential activity can be seen along the 900 block, with 11 new units under development. An apartment house along the north side of the 800 block is to be converted into condominiums, while a four-unit condominium conversion at the corner of 8th and Kennedy has been fully leased. A further sign of potential new activity is the nearly 12,000sf parcel at the northeast corner of N. Capitol and Kennedy, which is, as of Fall 2007, for sale. In addition, the District Department of Transportation has undertaken sidewalk improvements along many stretches of the corridor, and has begun installation of new bus shelters at key intersections.

It's important to note that the community, collectively and individually, provided significant insights into the corridor's conditions, both social and physical. Whether at public meetings, during sessions with the Advisory Committee, or in the course of a corridor "walk-about" (see page 3.15), residents, business proprietors, and other stakeholders offered their experiences of and responses to Kennedy Street as a place in which to live, work, and play. By pinpointing specific geographical areas of concern along the corridor - whether in terms of safety, aesthetics, or walkability - they provided the team with an important layer of understanding how the corridor currently "works" and how - and where - it might work better.

In particular, many existing community residents voiced their concern about the potential for the plan to attract a significant amount of new people and new development along the corridor that may displace the existing residents and businesses. It is the intent of this plan to guide development in a manner that will provide opportunities for existing businesses and people to thrive in an economically vital and aesthetically improved Kennedy Street.

Existing Conditions and Character

The next chapter expands on this broad overview by detailing the corridor's existing physical profile and character, including current land uses, zoning, transportation, and open space and institutional resources.





3. EXISTING CONDITIONS AND CHARACTER

Summary and Analysis of Existing Conditions

The existing physical state of Kennedy Street presents many conditions which are a solid foundation upon which to develop a revitalization strategy. Chief among them are a stable and diverse residential housing stock, a wide variety of building types, lot sizes, and uses, many areas with broad sidewalks, a fine-grained neighborhood scale, and connections to major districtwide thoroughfares.

This chapter will present and analyze existing land use, zoning, parking, and vacancies. It will also outline the fundamental elements which define the character of the corridor. To address these more specifically, three scales of assessment are discussed – the buildings, the blocks, and the corridor as a whole.

Commercial

Industrial

Mixed Use

Institutional

Federal Public

Local Public

Parking

Undetermined

Water

Roads; Alleys; Median

Transportation Right of Way

Transport, Communication, Utilities

Public, Quasi-Public, Institutional Parks and Open Spaces

EXISTING LAND USE



The existing land use along the Kennedy Street corridor is primarily commercial, medium density residential, and low-medium density residential. There are a number of small institutional or public uses evenly distributed along the corridor. As one moves a block north and south of Kennedy Street, the land use becomes a more homogeneous low-medium density residential area. The areas near the Kennedy Street and Georgia Avenue intersection are currently commercial.



Kennedy Street has many buildings which currently contain a mix of uses, such as residential units over a retail store.

FUTURE LAND USE





The Comprehensive Plan designates Kennedy Street as a mixed-use corridor with moderate density residential and low density commercial uses. The future land use map, shown above and included in the Comprehensive Plan, suggests that there will in fact not be radical changes to the corridor in terms of use. The corridor will remain primarily mixed-use directly along Kennedy Street, with the areas to the north and south remaining as solid, continuous residential areas. One benefit to the mixed-use designation is that it allows for additional residents to move to the corridor, taking advantage of the housing opportunities above ground floor retail. These additional residents will help support the existing and future retail establishments.

More significant change can be seen in the blocks north and south of Kennedy Street along Georgia Avenue. There areas are now seen as mixed use, perhaps suggesting an increase in the opportunity of housing over retail/services.

VACANCY

Vacant Lots from DCRA Vacant Lots from OTR

Properties Near Kennedy Street Tax Lots Record Lots Parcels

Other Properties

Tax Lots

Parcels

Record Lots



Very few properties in the Kennedy Street study area were officially designated as vacant by various agencies within the District. During a field survey of the entire corridor, a few properties

appeared to be permanently boarded and unused. Neither those listed with the district nor those field-surveyed were concentrated in any particular area. Indeed, the low number of vacancies and their distribution form no regular pattern.



While this may lead to greater challenges in redeveloping adjacent parcels, a focus on infill, rehabilitation, and storefront improvements can collectively improve the image and vitality of the corridor.

ZONING



Virtually every property directly along the Kennedy Street corridor is zoned as C-2-A, with the notable exception of the intersection at 4th Street. At 4th street, the R-3 designation extends to include the residential properties whose sides face onto Kennedy Street. The surrounding neighborhood is a mixture of residential zones, including R-4, R-I-B, and R-5-A. Several large open spaces to the north of the corridor are designated GOV.

According to the DC Office of Zoning, C-2-A permits matter-of-right low density development, including office, retail, and all kinds of residential uses to a maximum lot occupancy of 60% for residential use, a maximum FAR of 2.5 for residential use and 1.5 FAR for other permitted uses, and a maximum height of fifty (50) feet. The existing context is primarily one- and two-story commercial and residential structures but several new buildings along the corridor are reflecting the matter-of-right dimensions in their massing. The C-2-A also extends along Georgia Avenue for several blocks north and south of Kennedy Street.

WHAT IS FAR?

- **FAR** is an abbreviation for Floor-Area Ratio and is a method of determining the density of a site. It is determined by taking the total area of a building and dividing it by the total area of the land.
- If your building is 5,000 square feet and your lot is 5,000 square feet, then your FAR is 1.0.
- If your building is 10,000 square feet and your lot is 5,000 square feet, then your FAR is 2.0.

Although the Kennedy Street Revitalization Plan does not propose a change to the existing zoning designation, it does provide guidance in chapter 7 for focusing infill development within specific opportunity areas and encouraging new construction's compatibility with the plan's principles for physical appearance and land use.

The Comprehensive Plan called for the District to comprehensively review its zoning regulations, which were first written in 1958. Over the past fifty years, the regulations have been regularly amended and interpreted by the Zoning Commission. However, the lack of a comprehensive review and revision has left parts of the code outdated and much of the code difficult to use. The Office of Planning is responsible for completing this project, which kicked off in November 2007. To guide this effort, OP formed a citizen taskforce and beginning in January 2008 there will be opportunities for the public to participate in the process of updating the zoning code.

After the zoning rewrite process concludes, and recommendations are formalized, existing zones could possibly be updated. This plan will provide guidance and direction to the development of new zones, if applicable to the Kennedy Street corridor.

EXISTING CONDITIONS ALONG KENNEDY



The Buildings

One common characteristic among the buildings along Kennedy Street is their great variety and mix of uses. With respect to nearly every physical attribute, the buildings along Kennedy Street collectively provide a rich tapestry of styles, materials, colors, heights, uses, and relationships to the sidewalk. Most structures are simply in need of cosmetic improvements, with very few buildings being dilapidated or in need of serious repair or demolition. In many cases those surface improvements would entail the removal of additions or modifications to older structures that have masked the historic character of the original architecture.



Commercial and residential uses sit side by side in many places along the corridor.



The original stone exterior of this building has been masked beneath additions which have disconnected the interior of the retailer from the sidewalk.

Many buildings that have retail or commercial uses on the ground level have evolved in ways that have severed the visual and psychological connection between the store's interior and the sidewalk. In many cases this has been due to security grates applied to the exterior, sheets of plywood covering windows, or simply the use of store windows as merchandise storage.

There are also many buildings which, for a variety of reasons, have windowless walls facing the street. Collectively, these conditions create an impression among those who walk the street that it is an unsafe area and they isolate the pedestrian from the life of the stores. Much of the signage for retailers or service providers is generally of poor quality, with no coordination, consistency, or standards currently applied to the area.



Large areas of windowless walls along the street detract from the quality of the public realm.





Limited square footage for retail merchandising and concerns about security drive many store owners to fill windows with elements which block views into the retail areas.

Within the residential buildings, there is a wide range of housing types, ranging from individual townhouses to large multi-story apartment buildings. There are many mixed-use areas with residential units over existing ground floor retail. A wide variety of transitions from the private to public realms occurs throughout the neighborhood, including porches and front steps leading to a fenced-in front yard or simply a front door opening directly onto the sidewalk. In general, most housing and retail occurs on small lots within small buildings, with the notable exception of the areas east of Kansas and Missouri Avenues.



Townhouses with small, fenced-in front yards are typical within the 900-block.



Larger apartment buildings are the primary housing type east of the Kansas/Missouri intersection.

The average building height along the corridor is two stories, with a mixture of single story retail buildings and a few multi-story apartments. These heights are far below those allowed by right under the current C-2-A zoning limit of 50'. The existing building stock is well suited to accommodate and support the strong mixed-use character of the corridor.



New housing is conforming to the limits of the by-right zoning height of 50'.

The Blocks

The blocks along Kennedy Street are very diverse, reflecting the variety of uses, setbacks, materials, and heights discussed above. Each block displays this rich variety and, with few exceptions, the street wall is continuous and highly articulated. While sidewalk widths vary along each block, the corner intersections are nearly always wide but are rarely used for any activities that benefit the life of the street.



A typical block along Kennedy Street is composed of a mix of housing and retail, with wide sidewalks at the intersections.

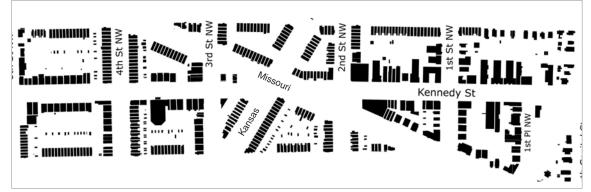


This Kennedy Street elevation contributes little to the life and vitality of the pedestrian experience.

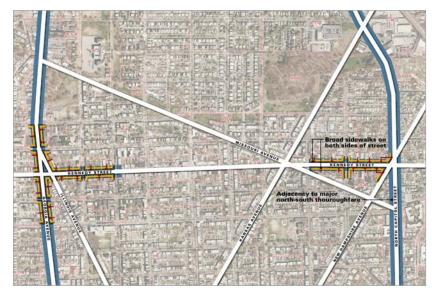


Many intersections along the corridor have two or more corners which present the sides of buildings to Kennedy Street, weakening the corners importance and diminishing the strength of the street wall.

One pattern that can be seen when looking at the corner intersections is that, in some places, the orientation of buildings along the north/south streets does not alter as it crosses Kennedy Street. The effect of this condition is that primacy is given to the north-south streets, with the sides of buildings facing onto Kennedy Street. This configuration not only weakens the continuity of the street wall, but limits the ability to have active entrances and windows along the street. No intersection along the corridor has been completely affected by this condition, but only 1st Street has four "corner buildings" with primary facades on both sides.



As this diagram shows, the areas east and west of the Kansas/Missouri intersection have different larger lot sizes and building types.



The geometry of the Avenues naturally divides the Kennedy Street corridor into smaller segments.

The intersection of 5th and Kennedy lies in the geographic heart of the neighborhood.

The Corridor as a Whole

As described above, the Kennedy Street corridor is a place full of variety and changing conditions. This variety is further emphasized on a corridor-wide scale by the street network which begins to sub-divide the corridor and define three distinct zones.

The study area for this plan is set on the eastern and western edges by the major district thoroughfares of Georgia Avenue and North Capitol Street. Between theses two strong boundaries, the diagonal geometry of Missouri, Kansas, and Illinois Avenues create physical and mental breaks in the continuity of the street which are enhanced by changes in building type, lot size, and uses.

The strongest of these occurs at the intersection of Kansas and Missouri Avenues. The complexities of crossing this intersection by foot or car create a strong sense that the eastern and western parts of the corridor are separate areas. The increase in lot sizes, change in building types, and sidewalk widths in the 200- and 300-blocks add to the sense that, once crossing the intersection, you have entered a different area. While the impact of Illinois Avenue's geometry is less direct, the very short block length and triangular lots created by its crossing of Kennedy Street produce a special condition along the corridor. The proximity of Georgia Avenue, with all of its activity as a regional thoroughfare, make this western most part of the street feel bound to that wider realm.

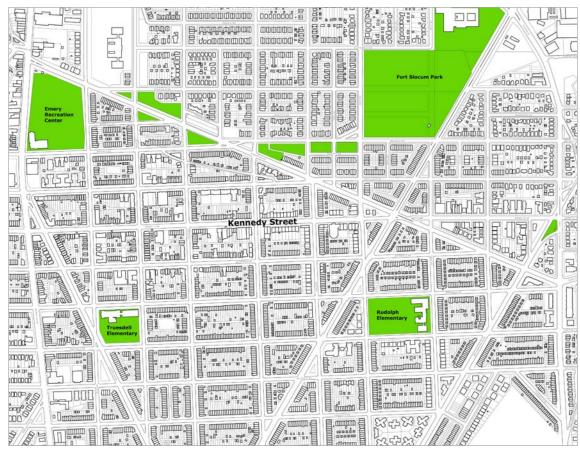
Between these two ends of the corridor sits 5th Street. A five minute walk from the Kansas/Missouri intersection, it is geographically the center of the neighborhood and a place where multiple bus routes converge.

Landscape and Open Space

Kennedy Street has very limited green space directly along the street. There are however, several large open spaces to the north and south, including Fort Slocum Park, the Emory Recreation Center, and playing fields at both the Rudolph and Truesdell Elementary Schools. Missouri Avenue is also lined with smaller grassy areas in the areas between 4th Street and 8th Street.

In addition, the small park at the corner of Kennedy and N. Capitol Streets can, with the addition of new signage or public art, be reinforced as the gateway into Kennedy Street from the east.

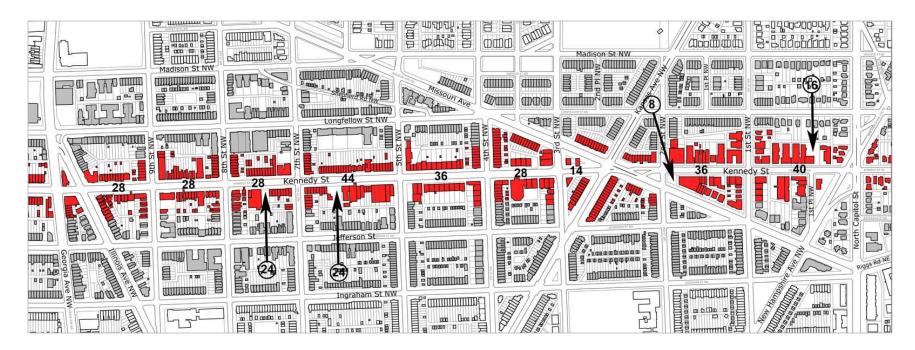
Directly on Kennedy Street, the sidewalks are the true open space resource for the community. While there are places with very nice mature shade trees, most of the corridor would benefit greatly by the addition of more landscaping and planting of street trees.





Many sidewalks areas could be improved through enhanced landscaping.

Green spaces in close proximity to Kennedy Street



Parking

Existing parking along Kennedy Street is accommodated primarily by on-street parallel parking or in private spaces accessed by the alleys or block interior. There are a small number of parking lots held by individual owners, including CVS, funeral homes, and the Roots Charter School.

The numbers shown in the diagram above are based on rough calculations based on indivudual block length and an assumption of 28 feet/space (to accommodate no-parking areas, distance to corner, and fire hydrants). They are meant to provide a general understanding of the location and type of spaces available to those who live, work. visit. and shop along the corridor.

ESTIMATED NUMBER OF PARKING SPACES:

on-street	282
parking lots	72
total	354

