

.....Comprehensive Plan
for the National Capital

Federal Elements



NATIONAL CAPITAL PLANNING COMMISSION

Federal Elements

contents

1 Message from the Chairman

3 Introduction

17 Federal Workplace: Location, Impact, and the Community

57 Foreign Missions and International Organizations

77 Transportation

97 Parks and Open Space

129 Federal Environment

155 Preservation and Historic Features

171 Visitors

183 The Plan in Action

203 Definitions

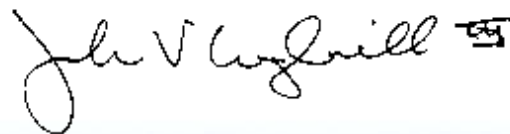
Message from the Chairman

Outstanding architecture, beautiful parks, and accessible transit are just a few of the features that make the nation's capital a great place to live, work, and visit. The National Capital Region has not achieved this status as a matter of course, but has been carefully nurtured through more than 200 years of thoughtful planning, including the defining plans of Pierre L'Enfant in 1791 and the McMillan Commission in 1901. Through the *Comprehensive Plan for the National Capital: Federal Elements*, we intend to carry on that great planning tradition.

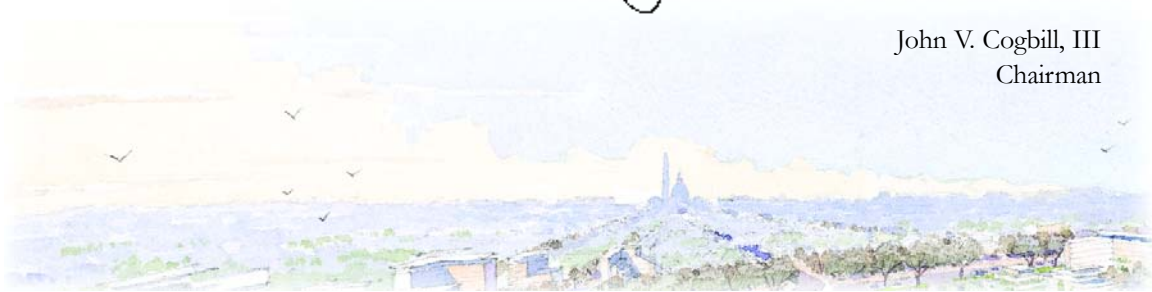
Planning in the National Capital Region requires a complex balancing act between the unique needs of our nation's capital and the everyday needs of the region as a home and place of business for millions of Americans. Unlike any other region in the nation, the Washington, D.C. area serves as the center of the federal government, a hub for foreign missions and international organizations, and a prime visitor attraction. NCPC's *Comprehensive Plan for the National Capital: Federal Elements* shows how to accommodate these special functions while guiding the region's transportation, preservation, and open space planning.

Those who are familiar with the National Capital Planning Commission's previous Comprehensive Plan—produced in the 1980s—will notice many updates. This latest version addresses the capital's significant evolution during the past 20 years and offers a framework for planning during the course of the next two decades. The Comprehensive Plan comprises seven elements representing today's most important issues in national capital planning: Federal Workplace; Foreign Missions and International Organizations; Transportation; Parks and Open Space; Federal Environment; Preservation and Historic Features; and Visitors. Through these elements, the Comprehensive Plan establishes new goals and policies for future federal development in the region and encourages "Smart Growth" principles such as orienting development to public transit, protecting environmental and natural resources, and adapting and reusing historic and underutilized buildings. The Comprehensive Plan provides a broad vision of how the nation's capital should develop over the coming years and details how to accomplish that vision through an achievable action plan that outlines implementation strategies, identifies action partners, and offers a timeframe for completion.

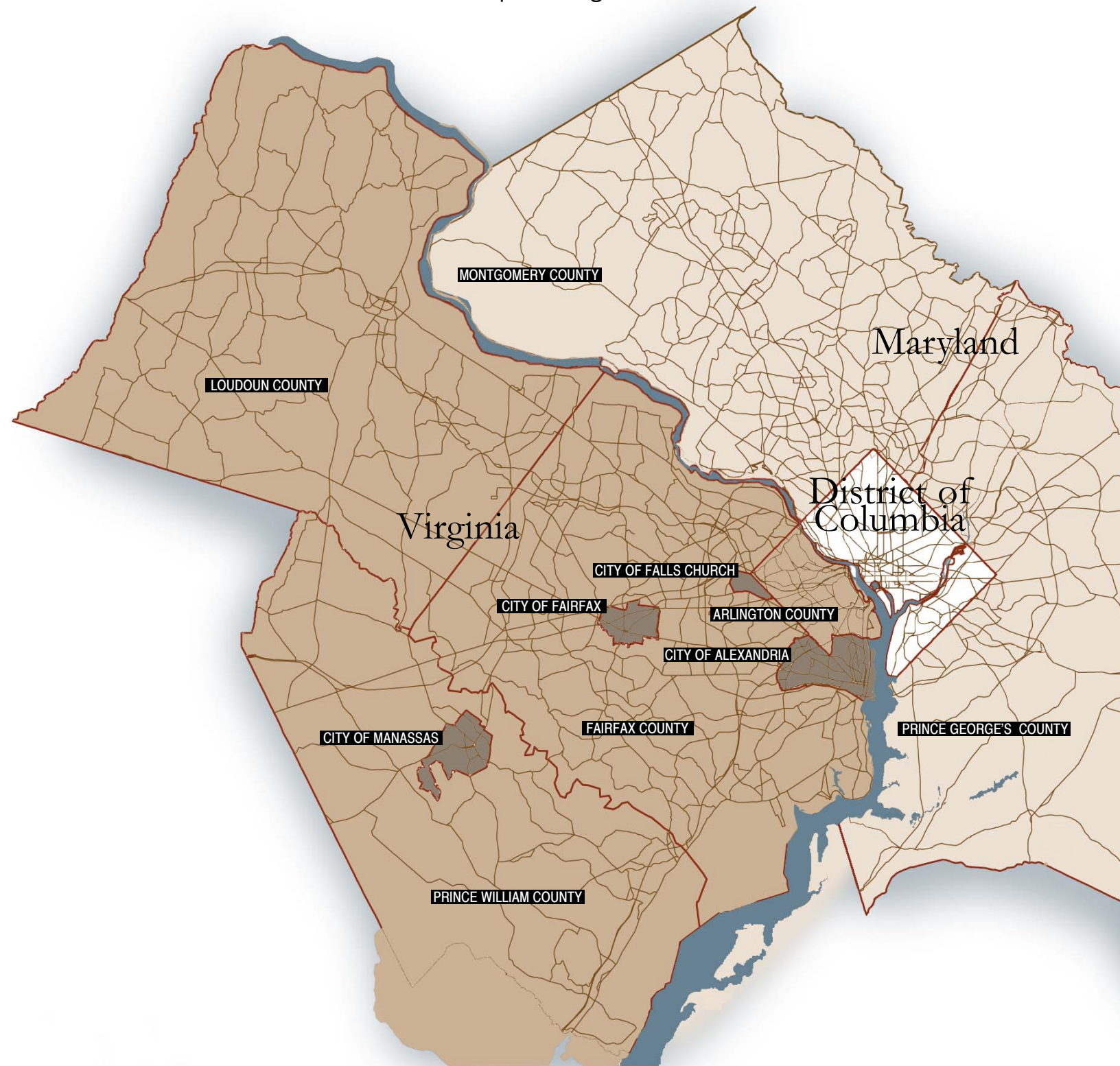
NCPC is entrusted with a rich legacy shaped by visionary planners, architects, engineers, public officials, and private citizens. The *Comprehensive Plan for the National Capital: Federal Elements* will help to ensure that Washington remains a greatly admired city throughout the world.



John V. Cogbill, III
Chairman




The National Capital Region



Comprehensive Plan for the National Capital: Federal Elements

Introduction



National capital cities have distinct planning and development needs that distinguish them from other cities. While they share many traits of other major cities, by virtue of their national constituency they have unique qualities and requirements that must be accounted for in their planning. The *Comprehensive Plan for the National Capital: Federal Elements* is based on the premise that the nation's capital is more than a concentration of federal employees and facilities. Washington, D.C. is the symbolic heart of the nation. It provides a sense of permanence and centrality that extends well beyond the National Capital Region (NCR or region) and our national borders. It represents national power and promotes the country's shared history and traditions. Through its architecture and physical design, it symbolizes national ideals and values.

The *Comprehensive Plan for the National Capital: Federal Elements* is a statement of principles, goals, and planning policies for the growth and development of the national capital during the next 20 years. It is comprised of two parts—the Federal Elements and the District of Columbia Elements.¹ The Federal Elements address matters related to federal properties and federal interests in the National Capital Region, which includes the District of Columbia; Montgomery and Prince George's Counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia; and all cities within the boundaries of those counties. The Federal Elements are prepared pursuant to Section 4(a) of the National Capital Planning Act of 1952. The seven Federal Elements presented in this Comprehensive Plan are Federal Workplace; Foreign Missions and International Organizations; Transportation; Parks and Open Space; Federal Environment; Preservation and Historic Features; and Visitors. Prior to this current update, most of the Federal Elements had not been updated since the mid-1980s.²

1. The District of Columbia Elements, which are prepared by the District of Columbia Office of Planning, are presently undergoing review and are scheduled to be updated by 2006.
2. NCPC adopted a revised Parks and Open Space Element in February 2001 and a revised Federal Environment Element in May 2001.

The District of Columbia Elements of the Comprehensive Plan are prepared by the Mayor and adopted by the Council of the District of Columbia. The eleven District of Columbia Elements include General Provisions; Economic Development; Housing; Environmental Protection; Transportation; Public Facilities; Urban Design; Preservation and Historic Features; Downtown Plan; Human Services; and Land Use. The District of Columbia government also prepares ward plans for each of the District of Columbia's eight wards.

NCPC's Role and Responsibility

The significant federal presence in the region demands expert planning and coordination. As the central planning agency for the federal government in the National Capital Region, the National Capital Planning Commission (NCPC or the Commission) is charged with planning for the appropriate and orderly development of the national capital and the conservation of its important natural and historical features.

The Commission coordinates all federal planning activities in the region, and has several planning functions: comprehensive planning; master planning; project planning; program review; and multi-year federal capital improvements programming. Commission responsibilities include preparing long-range plans and special studies to ensure the effective functioning of the federal government in the NCR; preparing jointly with the District of Columbia government the *Comprehensive Plan for the National Capital*; approving federal master plans and construction proposals in the District of Columbia, as well as District government buildings in the central area of the city; reviewing proposed District of Columbia master plans, project plans, and capital improvement programs, and changes in zoning regulations; reviewing plans for federal buildings and installations in the region; reviewing comprehensive plans, area plans, and capital improvement programs proposed by state, regional, and local agencies for their effect on the federal establishment; and monitoring and evaluating capital investment projects proposed by federal agencies in the region.

Section 4(a) of the National Capital Planning Act of 1952 requires that NCPC prepare and adopt a "comprehensive, consistent, and coordinated plan for the National Capital." The *Comprehensive Plan for the National Capital: Federal Elements* is the blueprint for the long-term development of the national capital and is the decision-making framework for Commission actions on plans and proposals submitted for its review. The Commission's comprehensive planning function involves preparing and adopting the Federal Elements, as well as reviewing the District of Columbia Elements for their impact on the federal interest.



U.S. Capitol

Federal Impact in the Region

The nation's capital serves as the seat of the federal government and the symbolic heart of the country.

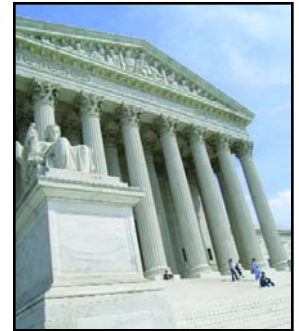
The federal government exerts a powerful influence on the image, appearance, and livability of the city and surrounding region. Americans have special aspirations for Washington, D.C. and the surrounding region because it is the nation's capital and symbolic heart of the country. They expect their seat of government to set the national standard for beautiful and inspiring civic architecture and landscapes, efficient transportation, environmental stewardship, and land-use management and planning that respects Washington's great urban design heritage. Since the establishment of the city in the late 18th century, the federal government has played an active role in its planning and development to ensure that the nation's capital meets these expectations. In many cases federal laws, regulations, policies, and funding decisions direct activities in the region. Existing federal laws and policies recognize and give priority to Washington, D.C. as the established seat of the national government. This has been a major factor in assuring the continued growth of the District of Columbia's downtown commercial core even during periods of slow economic growth.

The National Capital Region draws millions of visitors to its national memorials, museums, and other destinations.

There are more than 230 memorials and museums in the District of Columbia and surrounding environs. The region attracts approximately 20 million visitors annually, generating about \$10 billion for the local economy.³ The tourism sector is strengthened by the large number of federal visitor attractions in the area. Heritage tourists, who are drawn by cultural resources such as memorials, museums, and historic sites, constitute the leading growth sector in national tourism. The region will continue to be enriched through the creation of new national memorials and museums.

The National Capital Region is home to numerous foreign missions and international organizations.

In 1983—the last time the Foreign Missions and International Organizations Element of the Comprehensive Plan underwent a major revision—there were 133 foreign diplomatic missions and 23 officially recognized international organizations in the National Capital Region. In 2002, those figures reached 169 and 28, respectively. Foreign diplomatic missions and international organizations are integral components in the mix of international activities in Washington, D.C. and contribute to the city's cosmopolitan flair. They also provide an economic impact comparable to the hospitality industry—one of the area's leading drivers of the regional economy.



U.S. Supreme Court



Smithsonian Native American Festival on the National Mall



Embassy Row on Massachusetts Avenue

3. *Washington, DC Local Comparables Report: A Report for the Washington, DC Visitor Transportation Study for the National Mall and Surrounding Parks*, prepared by Alexa C. Viets for the National Park Service, July 2003.

Seven agencies—the Departments of Defense, Health and Human Services, Treasury, Justice, and Commerce, the General Services Administration, and the National Aeronautics and Space Administration—accounted for more than 84 percent of federal contracting activity in the Washington region in 2000.

The Impact of Federal Procurement on the National Capital Region, prepared for NCPC by Stephen S. Fuller, George Mason University, October 2002



Kenilworth Aquatic Gardens

National Park Service land within the District of Columbia totals 6,776 acres or 17 percent of the District's total land area.

The federal government is the single largest employer in the National Capital Region.

In 1980, about 25 percent of the total workforce in the NCR was federal. In 2000, approximately 370,000⁴ federal employees worked in the NCR, accounting for 15 percent of the total regional workforce. Out of the total federal workforce approximately 53 percent worked in the District of Columbia; 26 percent in Virginia; and 21 percent in Maryland.

The federal government spends billions on procurement and contracting activities in the National Capital Region.

While the size of the federal workforce has decreased during the past two decades, the magnitude of federal procurement and private-sector contracting has grown considerably. The value of federal procurement contracts in the NCR more than doubled between 1990 and 2000, from \$12.5 billion to a total of \$28.4 billion, an extraordinary increase of 126 percent. In 2000, direct and indirect federal procurement spending accounted for 21 percent of the Washington area's gross regional product.⁵

The federal government leases or owns a significant amount of space in the region.

Federal leased space in the NCR amounted to 55 million square feet in 2003. The trend toward leased space has become more prevalent over the years, but has not diminished the significance of federal ownership. In 2003, federally owned space amounted to 155 million square feet, or 74 percent of total federally owned and leased space. The regional distribution of federally owned and leased space is 43 percent in the District of Columbia; 30 percent in Maryland; and 27 percent in Virginia.

The federal government owns and maintains vast holdings of open space in the region.

Open space and parkland are as important today as when the site for the nation's capital was first selected. The federal government uses these open spaces as settings for important monuments, grand public promenades, major federal buildings, and quiet gatherings. Recognition of the environmental value and scenic beauty provided by natural and cultural landscape resources has encouraged the federal government to acquire and protect natural areas. As a result, National Park Service-controlled land accounts for one-quarter of publicly owned land in the region.

4. Federal civilian and military employees comprised 369,312 persons out of the regional workforce of 2,395,659. Federal civilian employees accounted for 13 percent of regional workers, and military personnel accounted for 2 percent.

5. *The Impact of Federal Procurement on the National Capital Region*, prepared for NCPC by Stephen S. Fuller, George Mason University, October 2002.

The Planning Legacy

The Comprehensive Plan turns to the legacy of past urban designers, such as Pierre L'Enfant and members of the McMillan Commission—Burnham, McKim, Saint Gaudens, Olmsted—the towering figures of art, architecture, and landscape architecture of their time. Through their vision and leadership, they continue to inspire the Commission to uphold and build upon standards set for the city and region over past centuries.

L'Enfant Plan Era

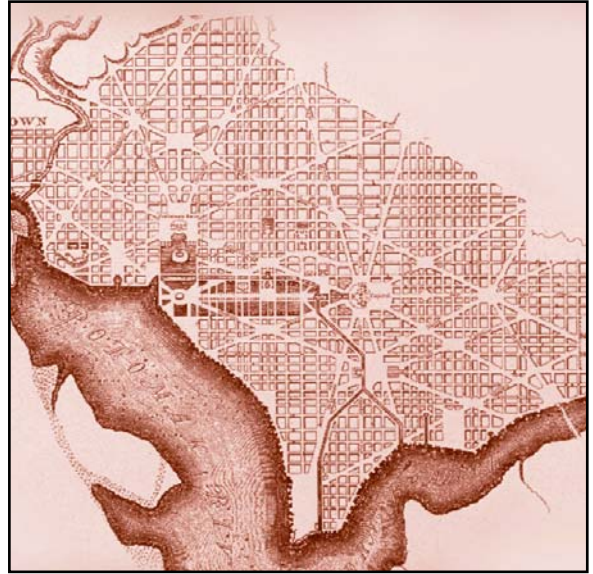
In 1787, the Constitution authorized the new federal government to establish a federal district as the seat of government. Selecting a site was one of the government's first tasks: the Residence Act of 1790 called for the district to be sited within a 75-mile stretch of the Potomac River, and authorized President Washington to choose the precise location. He chose an area encompassing the upper reaches of the navigable waterway, embracing the mouth of the “Eastern Branch” or Anacostia River as well as the port cities of Georgetown and Alexandria.

The next task was to site and construct government buildings within this district. President Washington accepted the inspired proposal of Pierre L'Enfant, an engineer who had previously worked with the continental army and federal government, to design the capital with a broad vision, providing the framework for a complete large-scale city that would meet the long-term needs of a growing nation.

L'Enfant's city plan, though occupying only a portion of the federal district, was extraordinarily ambitious. The plan included sites for major government buildings, memorials and other civic art, barracks and arsenals, cultural facilities, institutions such as hospitals and city markets, and the background urban fabric of a residential and commercial city. The streets and avenues were made broad and park-like: half their right-of-way was intended for gravel walks with double rows of trees. The L'Enfant Plan was overlaid with an abundant network of open space, ranging from monumental to local in scale, incorporating the area's rivers and topography, and resulting in the varied yet cohesive form that still characterizes the nation's capital.

McMillan Commission Era

The McMillan Commission was concerned with reviving, refining, and extending the L'Enfant Plan to preserve and enhance the character of the national capital. The McMillan Plan of 1901 addressed two main issues: building a public park system and designating sites for groupings of public buildings.



The L'Enfant Plan of 1791 laid the foundation for modern Washington.

“The L'Enfant plan was unparalleled in its scale, scope, and complexity, and in its resolution of the problems...of creating out of bare landscape a new capital city.”

Worthy of the Nation, NCPC, 1977



The National Mall in the late 1890s



Design for the Washington Monument grounds and the National Mall as part of the McMillan Plan

By connecting the existing parkland and extending the capital's park system into the outlying areas of the District of Columbia, Maryland, and Virginia, the McMillan Plan established a unified character for regional open space. The McMillan Plan suggested landscaped environments for dispersed specialized facilities such as the Dalecarlia, McMillan, and Georgetown Reservoirs and the Conduit Road from Little Falls. Scenic drives and parkways would trace the shorelines of the area's rivers and streams. These parkways would rise through the valleys and along steep hillsides to connect the larger parks and unite the old Civil War forts into a great circle encompassing L'Enfant's axial organization. The Fort Circle Park System, as it was conceived, was to be second in importance only to the Mall and the river designs.

The McMillan Plan grouped public buildings in formal landscaped settings, resulting in a highly concentrated monumental core. The plan reinforced a monumental Mall composed of prominent features and public buildings. Many important elements of the plan were accomplished over the next quarter century: building the Lincoln Memorial; redesigning the landscape of the U.S. Capitol and White House; removing the railroad tracks from the Mall; constructing Union Station; building the Rock Creek and Potomac Parkway; and landscaping East and West Potomac Parks. Other parts of the McMillan Plan, such as the formal treatment of the Washington Monument grounds (shown at left), are no longer desirable due to evolving design values that favor the existing sylvan setting.

Comprehensive Planning in the National Capital Region During the 20th Century

The development of planning in the Washington region parallels the evolution of the profession throughout the nation, but with unique circumstances due to the presence of the national capital.

The McMillan Plan of 1901 provided a strong framework for many regional projects, extending into the region as well as in the core. But within a few years, the need for an enforcement body became apparent. Federal legislation in 1910 created the Commission of Fine Arts, whose duties included "advis(ing) upon the location of statues, fountains, and monuments in the public squares, streets, and parks in the District of Columbia." It took on the role of protecting and promoting the McMillan Plan, and two of its initial members had been part of the McMillan Commission. The Commission of Fine Arts' duties also soon expanded to include design review of all public buildings in Washington.

In the 1910s and 1920s, the planning field was becoming a more established component of modern urban management. Federal legislation in 1924 created the National Capital Park Commission to develop a comprehensive

plan for the park, parkway, and playground systems of Washington; and in 1926 its duties were extended to include consideration of all elements of city and regional planning, such as land use, major thoroughfares, systems of parks, parkways, and recreation, mass transportation, and community facilities. This body was renamed the National Capital Park and Planning Commission (NCPPC) in 1926, and in 1952 it became the National Capital Planning Commission (NCPC). It was responsible for all planning matters within the District of Columbia, and also had limited planning responsibilities extending into the region. Planning bodies at the county and state level were created during this period, including the Maryland-National Capital Park and Planning Commission in 1927, established by the state with authority in both Montgomery and Prince George's Counties.

These federal and state agencies worked together on planning initiatives throughout the following decades. Beginning in 1930, the Capper-Cramton Act authorized NCPPC to acquire land for a regional park and parkway system, including coordinated acquisition of stream valley parks with Maryland and Virginia planning authorities. NCPPC produced the 1950 Comprehensive Plan, primarily covering the District of Columbia but also addressing regional issues. During the 1950s, NCPPC and NCPC studies demonstrated the need for a regional mass transit system, leading to the federal authorization of the Washington Metropolitan Area Transit Authority in 1965. In 1961, NCPC produced the influential "Year 2000" plan, proposing a model for long-term regional growth. M-NCPPC then incorporated and expanded on this recommended model in its own comprehensive plan, titled "On Wedges and Corridors." The National Capital Regional Planning Council, a federal agency operating between 1952 and 1966, issued a "Regional Development Guide" in 1966. And NCPC issued drafts of new comprehensive plans in 1965 and 1967.

During this period, pressure was building for home rule in the District of Columbia, including reconsideration of the appropriateness of NCPC's role as Washington's local planning agency. The federal "Home Rule Act" of 1973 designated the District of Columbia's elected mayor as the planner for the District government, a power that is exercised through the D.C. Office of Planning. NCPC's role was re-defined to focus primarily on federal property in the District and the region. A new comprehensive planning effort was undertaken, leading to the publication of the *Comprehensive Plan for the National Capital* during the mid-1980s. This plan, a joint effort of NCPC and the District of Columbia government, contained Federal Elements, addressing federal concerns throughout the region, and District of Columbia Elements, addressing matters of local concern. The Federal Elements also work in conjunction with the comprehensive plans adopted by the various counties and cities of the region. This shared responsibility for the Comprehensive Plan remains the model for planning in the National Capital Region.

Principal themes of the *Legacy Plan* vision:

- Build on the historic L'Enfant and McMillan Plans, which are the foundation of modern Washington.
- Unify the city and the monumental core, with the U.S. Capitol at the center.
- Use new memorials and other public buildings to enhance local economic development.
- Integrate the Potomac and Anacostia Rivers into the city's public life and protect the Mall, East and West Potomac Parks, and adjacent historic buildings from future development that would result in a loss of open space, natural areas, and historic resources.
- Develop a comprehensive, flexible, and convenient transportation system that eliminates barriers and improves movement within the city.

Planning America's Capital for the 21st Century

In 1997, the National Capital Planning Commission released its long-term vision for the development of the monumental core. *Extending the Legacy: Planning America's Capital for the 21st Century* (*Legacy Plan*) was developed in response to the projected long-term demands on the nation's capital and the threat of overbuilding in the monumental core. By recentring the monumental core on the U.S. Capitol, the *Legacy Plan* creates opportunities for new monuments and museums and federal offices in all quadrants of the city. It calls for mixed-use development, expanding the reach of public transit and eliminating obsolete freeways, bridges, and railroad tracks that fragment the city. It reclaims Washington's historic waterfront for public enjoyment and adds parks, plazas, and other urban amenities. While the Commission initially characterized the *Legacy Plan* as a long-range vision, support has been strong and many of the plan's most significant proposals (e.g., Kennedy Center improvements and the Downtown Circulator) are now in development.

The Planning Framework: Vision and Guiding Principles

The Commission envisions:

A vibrant world capital that accommodates the needs of our national government; enriches the lives of the region's residents, workers, and visitors; and embodies an urban form and character that reflects the enduring values of the American people.

The Federal Elements of the Comprehensive Plan are linked by three guiding principles and by themes that have emerged within these principles. The three guiding principles are: (1) **accommodating federal and national capital activities**, while accounting for the changing impact of the federal government in the region; (2) **reinforcing smarter, more coordinated growth** and sustainable development principles; and (3) **supporting coordination with local and regional governments** in the National Capital Region to promote mutual planning and development objectives.

PRINCIPLE 1

Accommodate Federal and National Capital Activities

One of the key themes within this guiding principle is the importance of the appearance and image of our nation's capital. The city's physical design conveys the values and qualities to which we aspire as a nation. The Federal Elements emphasize fundamental concepts of beauty and order. Washington, D.C. and federal activities within the city must reflect the highest standards of architecture, urban design, and planning. As the central planning agency for the federal government, NCPC is committed to ensuring that adequate provisions are made for future generations who will come to the capital to petition the government, conduct business, or visit memorials and museums that honor the nation's heroes and capture the nation's history.

A second important theme in the Comprehensive Plan is the operational efficiency of the federal government. The Federal Elements of the Comprehensive Plan envision a capital city that is the economic, political, and cultural center of the Washington region. The Central Employment Area (CEA) (refer to Map 3 on p. 42) is seen as the primary focus of new federal office development and the preferred location of new major national capital activities. The CEA is promoted as the focal point for federal attractions, national events, and cultural and entertainment venues. Government headquarter facilities and functions that support national capital activities, such as entertainment and tourism, are encouraged to locate within or near the CEA. The District of Columbia is also considered the primary location for foreign missions and international organizations, consistent with international law and practice. An emphasis will be placed on retaining national and international activities in the city while preserving the autonomy of the District of Columbia government to regulate and plan local land use.

PLAN PRINCIPLES

Accommodate Federal and National Capital Activities

- Enhance the beauty and order of the nation's capital.
- Promote the highest quality design in the National Capital Region.
- Balance accessibility and security.
- Preserve historic properties and important L'Enfant and McMillan Plan design features.
- Disperse national capital activities throughout the city and region.
- Promote the District of Columbia as the prime location for foreign diplomatic missions.

Reinforce "Smart Growth" and Sustainable Development Planning Principles

- Preserve open space, natural beauty, and critical environmental areas.
- Discourage suburban sprawl and encourage more compact forms of development.
- Encourage mixed uses within federal facilities.
- Support pedestrian-oriented development that adds vitality and visual interest to urban areas.
- Concentrate more intense federal development near existing high-capacity transportation facilities.
- Promote non-auto transportation alternatives, including transit, walking, and bicycling.

Support Local and Regional Planning and Development Objectives

- Maximize the contribution of federal projects to local and regional jurisdictions through the location and design of federal facilities.
- Promote intergovernmental coordination.

Those sectors of the regional economy that traditionally have been strong in the NCR—information processing, support services, intelligence gathering, medical research, international activities, national defense, tourism, information technology, and support services related to the government—are expected to continue to be drivers of the region's economy because of their strong ties to the federal government. Activities requiring larger land areas or greater levels of security are directed to locations throughout the region that can accommodate those requirements.

The federal government should make every attempt to use existing federal facilities and land for new federal space needs. The Federal Elements recognize that many federal employees value living near their places of work, increasing the possibility that federal employees could commute primarily by transit, by bicycle, or by walking to job sites. Further, the siting and design of new federal facilities in the urban core and the District of Columbia that are convenient to public transportation will encourage employees and visitors to make greater use of transit opportunities. Federal activities will also be encouraged to locate in ways that promote the development of new, related private-sector activities, while meeting the requirements of federal agencies. Regardless of their location, federal facilities are expected to safely and efficiently accommodate government functions while promoting the highest quality design.

Redeveloping Suitland Federal Center utilizes an existing federal facility near Metro, satisfying operational requirements while making a positive contribution to the surrounding community.



PRINCIPLE 2

Reinforce “Smart Growth” and Sustainable Development Planning Principles

The Federal Elements of the Comprehensive Plan encourage “Smart Growth” and sustainable development principles. The plan supports strategies that orient development to public transit; protect environmental and natural resources; organize new development in compact land use patterns; promote opportunities for infill development to take advantage of existing public infrastructure; and adapt and reuse existing historic and underutilized buildings to preserve the unique identities of local neighborhoods. The concept of sustainable development recognizes the interrelationship between economic growth, environmental quality, and livability, and the responsibility that citizens have to preserve their communities and quality-of-life for future generations. These principles benefit the federal government and the region as a whole.

A critical theme within this guiding principle is transportation mobility and accessibility. To facilitate the movement of federal employees to and from their places of employment, federal agencies in the region are leading the way with a variety of creative commuting programs. The federal government provides a monthly transit benefit for employees, and many agencies have established highly effective transportation management plans to help reduce the number of drive-alone commuters, encourage carpooling and vanpooling, and offer staggered work hours and telecommuting. Considering the National Capital Region’s status as one of the most congested regions in the country, federal agencies must continue to find new and effective transportation strategies at their work sites, including incentives for alternative travel modes such as walking and biking.

Another fundamental theme that emerges within the guiding principle is the stewardship of the region’s natural and cultural resources. For more than two centuries, the federal government has actively acquired, developed, and maintained parks and open space, and protected and enhanced natural resources in the region. The importance of this mission has not diminished over time. In fact, with natural resources continually threatened by growth and development and declining budgets, it is imperative to develop and seek unified approaches and implement innovative solutions to ensure that these resources will be preserved and enjoyed by all citizens now and in the future.

PRINCIPLE 3

Support Local and Regional Planning and Development Objectives

The federal government will continue to be a major generator of growth and development in the National Capital Region. Federally owned and leased facilities are located throughout the region, and federal activities significantly impact the economic health, welfare, and stability of the region. The Commission and other federal agencies must, therefore, work closely with authorities in jurisdictions and with affected community groups in which federal activities are located or are proposed to be located.

The Commission strongly promotes intergovernmental cooperation and public participation in the preparation and review of federal policies, plans, and programs in the region by:

- Coordinating federal plans, projects, and capital improvement programming with local, regional, and state plans and programs.
- Encouraging federal agencies planning development projects to participate in the Commission's "early consultation" program in order to inform non-federal officials and community organizations about such projects prior to their submission to the Commission.
- Providing for public participation in the Commission's preparation and review of federal policies, plans, projects, and capital improvement programs.
- Assisting federal agencies in resolving issues with affected non-federal agencies and community groups in preparing proposed policies, plans, and programs.
- Coordinating the federal interest review of local, regional, and state plans and programs.
- Promoting information-sharing and data exchanges with state, regional, and local authorities.

The three guiding principles are designed to lead the federal government on a more efficient, more cohesive, and more coordinated planning path—one needed to support a functional federal government, while improving growth and development patterns in the region.

The Planning Program: Federal Elements

The *Comprehensive Plan for the National Capital: Federal Elements* identifies and addresses the current and future needs of federal employees and visitors to the nation's capital; provides policies for locating new federal facilities and maintaining existing ones; guides the placement and accommodation of foreign missions and international agencies; promotes the preservation and enhancement of the region's natural resources and environment; protects historic resources and urban design features that contribute to the image and functioning of the nation's capital; and, working with local, state, and national authorities, supports access into, out of, and around the nation's capital that is as efficient as possible for federal and non-federal workers.

The seven Federal Elements are: Federal Workplace; Foreign Missions and International Organizations; Transportation; Parks and Open Space; Federal Environment; Preservation and Historic Features; and Visitors.

The **Federal Workplace Element** encourages an efficient distribution of federal work activities in the region, assuring federal workplaces that offer good work environments for the federal workforce, while providing services that attract and retain federal employees.

The **Foreign Missions and International Organizations Element** provides a policy framework for the United States to fulfill its obligation to foreign governments in obtaining suitable locations for their diplomatic activities.

The **Transportation Element** promotes a balanced, multi-pronged strategy that encourages the provision of improved public transit services and the creation of new transportation modes and new commuting alternatives.

The **Parks and Open Space Element** establishes policies to protect, enhance, and expand the parks and open space system in the region.

The **Federal Environment Element** promotes the federal government as an environmental steward and emphasizes and supplements the existing environmental regulatory framework.

The **Preservation and Historic Features Element** preserves and enhances the image and identity of the nation's capital and region, and provides a framework for the federal government's treatment of historic properties.

The **Visitors Element** provides a response to the growth in tourism and the continuing interest in creating new federal visitor attractions.

The Federal Elements—along with the District of Columbia Elements, federal and District agencies' systems plans, individual installation master plans and subarea plans, development controls, and design guidelines—constitute the road map for NCPC's land use planning and development decision-making processes in the National Capital Region.



.....ComprehensivePlan
for the National Capital

Federal Workplace:

Location, Impact,
and the Community
Element



Federal Elements

Federal Workplace: Location, Impact, and the Community

contents

- 19 Introduction
- 21 Federal Workplaces and a Vibrant Region
- 22 Economic Impacts of the Federal Workforce and the Procurement of Goods and Services
- 26 Current Locations of Federal Workplaces
- 30 Federal Workplace Needs in the National Capital Region
- 32 Location Considerations
- 35 Policies
- 35 Locating Federal Workplaces
- 47 Development of Workplaces with Communities

Introduction

Federal Workplace: Location, Impact, and the Community

It is the goal of the federal government in the National Capital Region to:

Locate the federal workforce to enhance the efficiency, productivity, and public image of the federal government; to strengthen the economic well-being and expand employment opportunities of the region and the localities therein; and to give emphasis to the District of Columbia as the seat of the national government.

From its beginning, the nation's capital has been planned for the special purpose of serving as the seat of the federal government. Conceived as the capital of a great nation, it was not intended to be completed in the life of one administration, or one generation, but to be built over time. As it developed, facilities to house the permanent offices of the government have been built to promote the efficient conduct of governmental functions. These buildings were also meant to serve as a source of national pride, providing testimony to the dignity, enterprise, vigor, and stability of our system of government. These facilities have, through their location, guided much of the way the National Capital Region has developed.

The Federal Workplace Element continues this tradition by providing policies for the deployment and operation of federal workplaces throughout the region. The element replaces two previously adopted Federal Elements of the Comprehensive Plan: the Federal Facilities Element and the Federal Employment Element. Like these elements, it contains policies for locating federal facilities that are work sites for federal employees. Unlike the previous elements, it does not contain policies related to parks and open spaces, visitor facilities such as memorials and museums, and federal transportation facilities. Policies on these topics have moved to the Parks and Open Space, Visitors, and Transportation Elements, respectively. This new element emphasizes how economic and community benefits relate to the location and operation of federal workplaces.

The federal government today remains the major employer and occupier of buildings in the region. In the recent past, however, the federal government's influence in the development of the region has evolved. Through its growing purchases of goods and services to support its operations, the federal government has become the region's major customer for private-sector activities. This activity has become a significant factor in the economic development and health of the region and its communities. But this activity has made the federal government highly dependent on a strong and economically vibrant region to maintain and enhance its operational efficiency and productivity. This relationship results in common social and economic interests between the federal government and the various jurisdictions within the region, with important implications on how federal workplaces and their communities develop in the future.

When planning federal workplaces within the region, federal agencies should locate these facilities where efficiencies in operations are gained and productivity is enhanced. These locations are where necessary interactions between federal agencies, the private sector, and the public are optimized; the use of existing resources are maximized; and where these facilities can benefit from existing or planned private-sector residential and business activities. Policies under the section "Locating Federal Workplaces" in this element guide this locational decision for federally owned and leased facilities.

Federal agencies also need to consider how their workplaces relate to their community. Do their activities fit within the economic and development plans of the community? Do they have the potential for community desired spin-offs, including new residents or business activities? How do their security requirements impact the vitality and visual character of their communities? Are there opportunities to enhance and beautify the community's public realm through security installations?

Likewise, how can host communities enhance the productivity and operations of potential federal workplaces? Do they provide for the needs of these facilities through their physical development—with the necessary infrastructure, services, and private markets in place; or do they have programs in place to provide for these needs when the facility is built?

In addition, federal workplaces are to be healthy and safe and should enhance the productivity of federal employees. Workplaces that provide employee services to attract and retain federal employees and make positive physical, social, economic and environmental contributions to their surrounding community are optimal.

Policies in the *Development of Workplaces with Communities* section of this element encourage federal agencies and communities to work together to improve operational efficiency and productivity of federally owned and leased workplaces and the economic health and livability of communities within the region.

Development of the headquarters for the Patent and Trademark Office will improve the agency's efficiency by consolidating operations in this leased facility in Alexandria, Virginia.



Federal Workplaces and a Vibrant Region

Many of the primary activities of the federal government occur within the National Capital Region, making the region unique among other metropolitan areas across the nation. These activities occur within some of the nation's most iconic structures, including the U.S. Capitol, the White House, the Supreme Court, the Pentagon, and the numerous museums and government office buildings surrounding the National Mall. However, federal activities occur in many different facilities across the region, including such diverse workplaces as laboratories and research facilities, military bases and airfields, agricultural land and stables, industrial and manufacturing sites, and warehouses.

Through their procurement of goods and services, the number of employees, and the number of buildings they occupy, the impact of these federal workplaces on the regional economy is immense.

Federal Procurement

In the past, the role of the federal government in the region's economy has been measured by the size of the federal workforce. Today, the size of its workforce does not measure the federal government's total influence. Technology has allowed the federal workforce to advance from the ranks of office clerks at punch card machines and typewriters to one of managers and administrators that oversee programs. As this evolution has taken place, the federal government has begun to procure more than just office products from the private sector—it now procures the technology, professional services, and research and development needed to run these programs.

Federal agencies procure building rents and utilities, office furnishings, books, computers, and all the other essential items workplaces need to efficiently accomplish their missions. The services they procure to perform their missions range from janitorial services to technical support and scientific research.

Spending by the federal government has developed into one of the most important forces in shaping the region's economy as federal outlays for purchasing goods and services have increased. In 1983, the federal government spent nearly \$7 billion on goods and services in the region. By 2000, this total had risen to \$28 billion, accounting for nearly 21 percent of the gross regional product, which is defined as the real value of goods and services generated in the region.¹

Federal Employment

Federal civilian and military employment in the region has remained above 400,000 during the 1980s, reaching a high of over 430,000 in 1992. By 2002, the government employed just over 362,000. Although federal employment has fallen in the region between 1992 and 2002, with new concerns of national security, future trends in federal employment are uncertain. Figure 1 illustrates the change in federal employment in the District of Columbia, Maryland, and Virginia.

In addition to the total number of civilian and military employees, the federal government maintains a significant amount of employees under private contracts, and often houses these workers within federal facilities.

With this size of a workforce in the nation's capital, employees at federal agencies are integral to the region and the communities in which they live and work.

1. *The Impact of Federal Procurement on the National Capital Region*, prepared for NCPC by Stephen S. Fuller, George Mason University, October 2002.

Federal employees shop in stores, eat out in restaurants, travel to work, send their children to schools, enjoy the region's numerous entertainment and recreational venues, and buy or rent homes. Their activities contribute to tax bases, land and business development, and transportation, infrastructure and public service issues wherever these activities occur.

Federal Facilities

The federal government occupies more than 8,900 buildings in the National Capital Region (more than 216 million square feet),² playing an important role in guiding regional growth patterns.

Many of these federal workplaces have become major employment and commercial centers in the communities in which they are located. They contribute to local economies by attracting additional private commercial, residential, and industrial development. These in turn involve additional tax base, land development, and transportation, infrastructure and public service issues for the region and their communities.

The location of federal workplaces can also indicate that areas are worthwhile investment opportunities, since federal buildings located in distressed

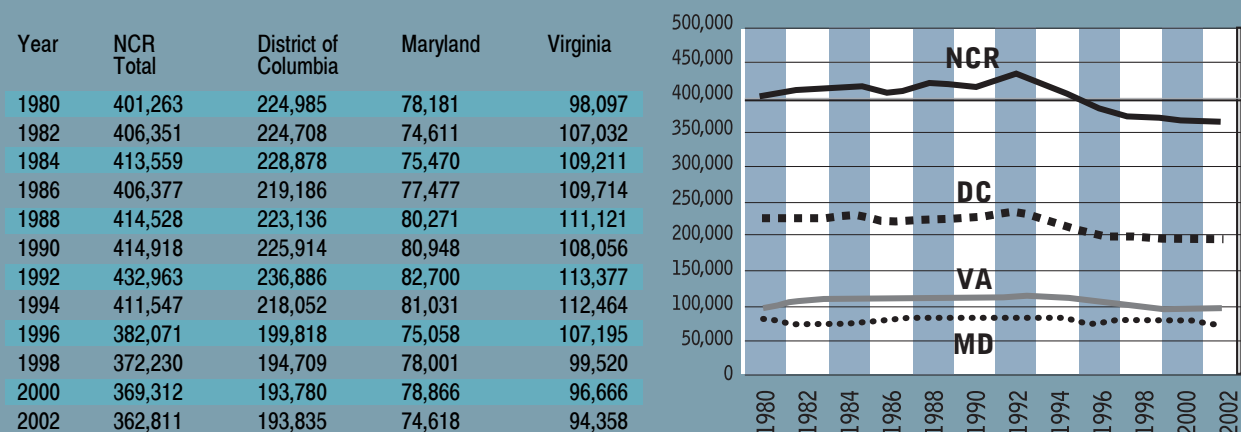
communities often act as catalysts for revitalization. These workplaces also represent opportunities to add services that were previously unavailable or inaccessible to local residents.

Economic Impacts of the Federal Workforce and the Procurement of Goods and Services

The increase in federal procurement spending was so significant that by the mid 1990s total spending by the federal government on procurement surpassed total payments in federal wages and salaries in the region. Figure 2 illustrates this trend.

*The Impact of Federal Procurement on the National Capital Region*³ studied whether the decline in direct federal employment and growth in federal procurement spending may have unintended long-term effects on the region's economy and the various jurisdictions. The study found that this shift away from direct payroll and towards procurement spending in the region does have important implications for locally based businesses and for state and local governments seeking to strengthen the area's competitiveness through economic development.

Figure 1: Distribution of Civilian and Military Federal Employment in the National Capital Region (NCR), 1980-2002



Civilian Source: Office of Personnel Management, Biennial Report of Employment by Geographic Area. Civilian data excludes the Central Intelligence Agency, National Security Agency, Defense Intelligence Agency, National Imagery and Mapping Agency, Army/Air Force Exchange Service, Consolidated Metropolitan Technical Personnel Center, and Defense Career Management and Support Agency, and other agencies that are exempt by law from reporting personnel for reasons of security (2003). Military Source: Department of Defense, Statistical Information Analysis Division (2003).

2. As of November 2003. Source: General Services Administration, Office of Real Property.

3. *The Impact of Federal Procurement on the National Capital Region*, prepared for NCPC by Stephen S. Fuller, George Mason University, October 2002.

The study found that as procurement spending in the region has increased, the number and size of private businesses that provide goods and services to the federal government has grown too. And this growth has had an effect on the individual economies of the District of Columbia, Maryland, and Virginia.

The study confirms that where federal spending on procurement was greater when comparing the District of Columbia to Maryland and Virginia, economic growth has been greater. The analysis also found that while federal spending on both wages and salaries and goods and services have a growth effect on the economy of the region and its jurisdictions, a dollar spent for federal procurement in the regional economy has had two times the economic impact of a dollar spent for federal wages and salaries. As a result, the jurisdictions that have received the most in federal procurement over the 1980s through 1990s have seen the greatest economic growth. Figure 3 illustrates this point.

Total Regional Economic Impacts

The combined federal spending on wages and salaries and the purchase of goods and services dominates the regional economy. In 2000, the federal government directly spent \$73 billion in the region (\$23 billion on wages and salaries; \$28

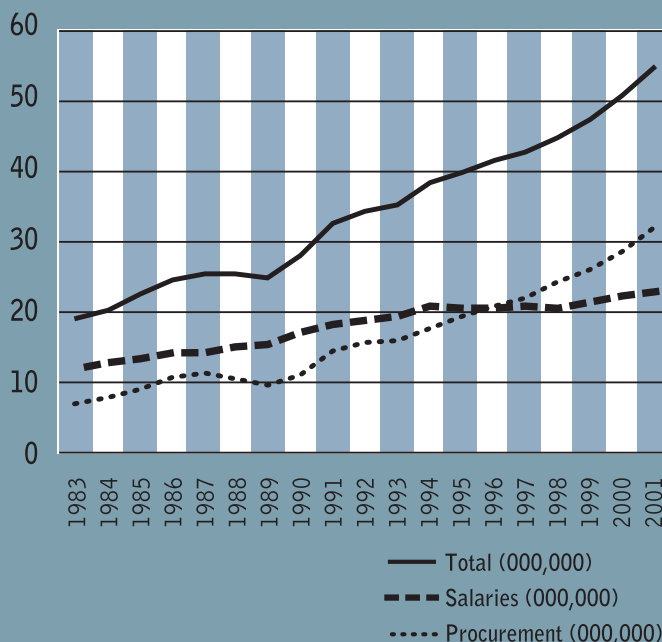
billion to procure goods and services; and another \$22 billion for other spending including grants, retirement payments, and Medicare). The \$52 billion directly spent by the federal government on wages and salaries and the procurement of goods and services accounted for 24 percent of the gross regional product. When the federal government's indirect spending is added to this figure (\$10 billion from wages and salaries and \$23

billion from federal procurement spending) the total, \$84 billion, accounted for nearly 42 percent of the gross regional product in 2000. Figure 4 illustrates how this spending positively impacts the region through the generation of additional economic activity and the creation of additional jobs.

By maintaining and enhancing this spending in a joint economic development effort between the federal government and local jurisdictions, the region can further support the efficient operations of the federal workplaces as well as the private markets that serve these facilities. Because of the impact of federal spending on the region, it is important to coordinate the location of federal workplaces with the development policies and objectives of regional and local agencies.

Seven agencies—the departments of Defense, Health and Human Services, Treasury, Justice, Commerce, the General Services Administration, and NASA—accounted for more than 84 percent of federal contracting activity in the Washington region in 2000. Each of these agencies awarded more than \$1 billion in contracts in 2000.

Figure 2: Federal Regional Procurement and Payroll Spending, 1983-2001



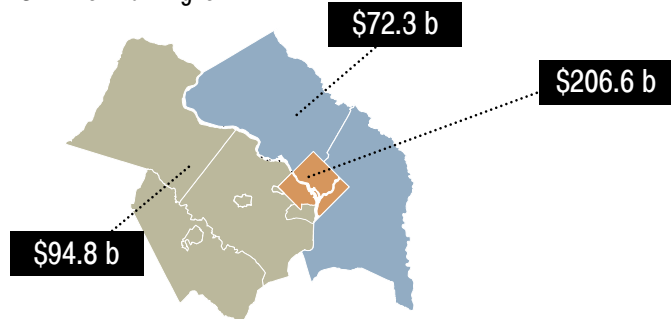
Source: Department of Commerce, U.S. Census Bureau, Consolidated Federal Funds Report, 1983-2001.

- Virginia, which experienced the most rapid growth rate in gross regional product at 153 percent between 1983 and 2001, benefited from federal procurement outlays totaling \$160.3 billion over the 19-year period. Federal spending on procurement was found to be almost three times as important to economic growth in Virginia than spending for salaries and wages.
- Maryland experienced the second fastest growth rate in gross regional product and had federal procurement spending totaling \$92.7 billion. In comparison to Virginia, federal spending had a slightly weaker relationship to economic growth in Maryland over this period (real gross regional product doubled between 1983 and 2001) but procurement spending had only a marginal impact on this growth. Spending for salaries and wages was found to be much more significant but yielded weaker returns to the economy.
- The District of Columbia had the least accumulated value for procurement outlays during 1983 through 2001 and its economy experienced the slowest growth when compared to Virginia and Maryland (even though it experienced the greatest increase in federal spending for salaries and wages).

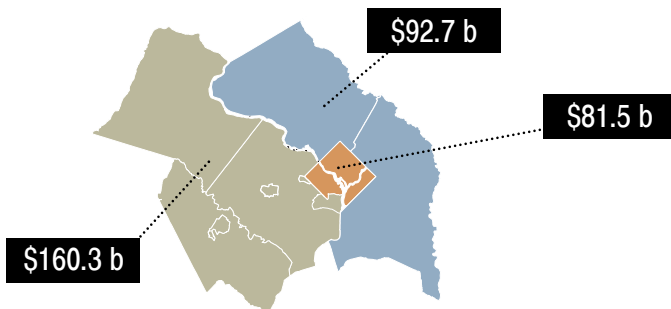
Figure 3: Federal Payroll and Procurement Spending in the National Capital Region (NCR) by State Sub-Area, 1983-2001
(in billions of dollars)

	Salaries and Wages (total, 1983-2001)	Procurement (total, 1983-2001)	Change in GRP*
DC	\$206.6	\$81.5	46.5%
Maryland	\$72.3	\$92.7	103.8%
Virginia	\$94.8	\$160.3	153.4%
NCR**	\$373.7	\$334.5	99.1%

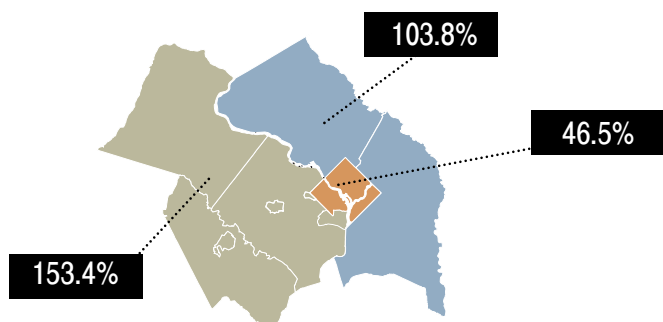
Salaries and Wages



Procurement



Change in GRP



*% change from 1983-2001; **GRP growth for Primary Metropolitan Statistical Area

Source: Department of Commerce, U.S. Census Bureau and George Mason University Center for Regional Analysis; *The Impact of Federal Procurement on the National Capital Region*, prepared for NCPCC by Stephen S. Fuller, George Mason University, October 2002.

Figure 4: Impacts of the Federal Workforce and Procurement on the National Capital Region (NCR), 2000

Federal Wages and Salaries

Direct spending by the federal government = \$23 billion

Each federal \$1.00 spent generates \$1.45 in indirect spending within the NCR economy

\$23 billion generates an additional \$10 billion in indirect spending

\$33 billion (direct and indirect spending)

Each \$1 million generates about 17 additional jobs within the NCR

390,000 jobs

Federal wages and salaries contribute a total of \$33 billion (direct and indirect spending) to the NCR economy.

Federal wages and salaries generate an additional 390,000 jobs in the NCR.

Federal Procurement

Direct spending by the federal government = \$28 billion

Each \$1.00 generates \$1.80 in indirect spending within the NCR economy

\$28 billion generates an additional \$23 billion in indirect spending

\$51 billion (direct and indirect spending)

Each \$1 million generates nearly 22 additional jobs within the NCR

622,000 jobs

Federal procurement contributes a total of \$51 billion (direct and indirect spending) to the NCR economy.

Federal procurement generates an additional 622,000 jobs in the NCR.

Total (Federal Wages and Salaries + Federal Procurement)

Direct spending generated by the federal government

+ \$23 billion in wages and salaries
+ \$28 billion in procurement

\$51 billion

+

Indirect spending generated by the federal government

+ \$10 billion in wages and salaries
+ \$23 billion in procurement

\$33 billion

The federal government contributes a total of \$84 billion (direct and indirect spending) to the NCR economy.

Spending by the federal government generates an additional 1,012,000 jobs. Added to direct federal employment (360,000), spending by the federal government helps support 1,372,000 jobs in the NCR.

Source: Department of Commerce, U.S. Census Bureau, Consolidated Federal Funds Report, 1983-2001; *The Impact of Federal Procurement on the National Capital Region*, prepared for NCPC by Stephen S. Fuller, George Mason University, October 2002.

Current Locations of Federal Workplaces

The current distribution of federal workplaces has contributed to the development of the National Capital Region in a way that supports efficiencies in the government's activities and the private market that serves it.

Administrative activities of the government's legislative, judicial, and executive branches are almost exclusively located in downtown Washington (see Map 3). This central location fosters efficiencies in the way these activities interact. For example, departments of the Executive Office of the President, such as the Office of Management and Budget (OMB), are clustered around the White House. This fosters interactions between OMB and the White House, and also between OMB and the agency headquarters located within the District of Columbia, which must interact with OMB on a consistent basis.

This centralized location also provides the public and the lawyers, lobbyists, consultants, and other private market activities easy access to executive branch administrative activities. For example, headquarters of international, national, non-profit, professional organizations, and other groups requiring daily contact with these agency headquarters also locate their offices near this federal nucleus in downtown Washington.

Conversely, federal workplaces that require extensive land and/or have little contact with the public or other agencies are primarily located in suburban and rural areas. These include intelligence, research, development, and testing activities. Military training, ballistic or explosive testing, agricultural research, and communication facilities such as antennae fields can benefit from isolated or secure areas found in less urbanized areas of the region where development can be prohibited from encroaching upon them. Military installations, such as the Department of the Army's Fort Belvoir, have become administrative centers for a variety of government tenants with these types of land uses.

The open land, security, and clustering of like uses that military installations offer make them attractive locations for these tenants.

Many federal workplaces are located in urban centers and suburban areas of the District of Columbia as well as throughout the various communities of the region. These facilities do not require a location in downtown Washington or extensive land areas. Located either on federal campuses or in individual buildings, these workplaces are often located near similar federal activities and the private market that these agencies serve.

These locations often have some historic relationship to their site or community and contribute to the continued development of those communities. For example, the Department of Health and Human Services' National Institutes of Health in Bethesda and Food and Drug Administration in Montgomery County have fostered a biotechnology and health research community that attracts new federal facilities with related activities. Likewise, the presence of the Pentagon and other military installations in Northern Virginia has fostered a large military services and research sector that attracts new military-related facilities. A recent example of how federal workplaces can influence the location of private market activities is the relocation of the Naval Sea Systems Command (NAVSEA) headquarters from Arlington County to the historic Washington Navy Yard. This move has attracted naval contractors to new private office developments in Southeast Washington.

Maps 1 and 2 highlight major existing federal facilities in downtown Washington and the region. As evidenced in the maps, federally owned facilities are currently located throughout the region. Figure 5 shows the distribution of federally occupied buildings by number and size.

Map 1: Federally Owned Workplaces in the Monumental Core and Environs, 2003

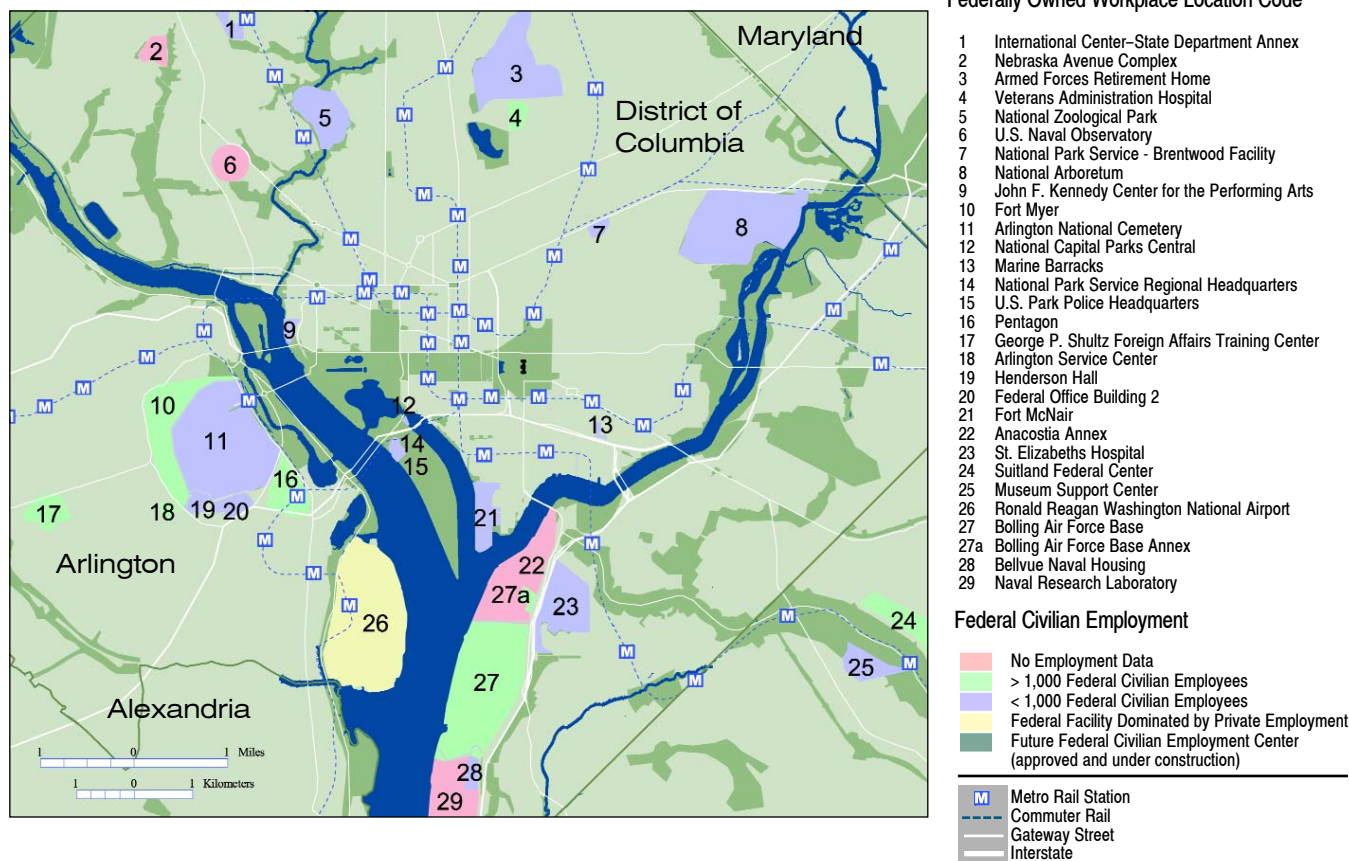


Figure 5: Number of Buildings and Structures in Local Jurisdictions in the National Capital Region, 2003* (Building square feet in 000's)

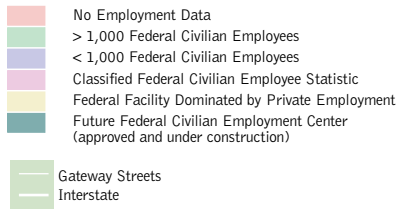
The federal workforce can be found in facilities throughout the region. The federal government considers the District of Columbia to be the seat of the national government and occupies more square footage in the District than elsewhere in the region; however, Maryland and Virginia have more federally occupied buildings.

	Owned Buildings		Leased Buildings		Buildings in Trust		Total Buildings	
	#	Bldg Sq Ft	#	Bldg Sq Ft	#	Bldg Sq Ft	#	Bldg Sq Ft
District of Columbia	1,629	69,710	281	20,576	57	4,999	1,967	95,285
Montgomery County	580	25,249	162	8,612			742	33,861
Prince George's County	2,202	23,370	313	6,324	38	1,042	2,553	30,736
Maryland	2,782	48,619	475	14,936	38	1,042	3,295	64
Alexandria City	49	915	47	2,852			96	3,767
Arlington County	233	10,993	98	10,538			331	21,531
Fairfax County	1,479	14,207	79	2,807	1	102	1,559	17,116
Fairfax City	2	34	14	326			16	360
Falls Church City	2	1	18	1,692			20	1,693
Loudoun County	65	944	61	634			126	1,578
Manassas City	40	64	5	27			45	91
Prince William County	1,456	9,539	63	1,090			1,519	10,629
Virginia	3,326	36,697	385	19,966	1	102	3,712	56,765
National Capital Region	7,737	155,026	1,141	55,478	96	6,143	8,974	216,647

*Includes total buildings and structures submitted to the General Services Administration by holding agencies, including the Department of Defense, as of November 2003.
Source: General Services Administration, Office of Real Property.

Map 2: Federally Owned Workplaces in the National Capital Region, 2003

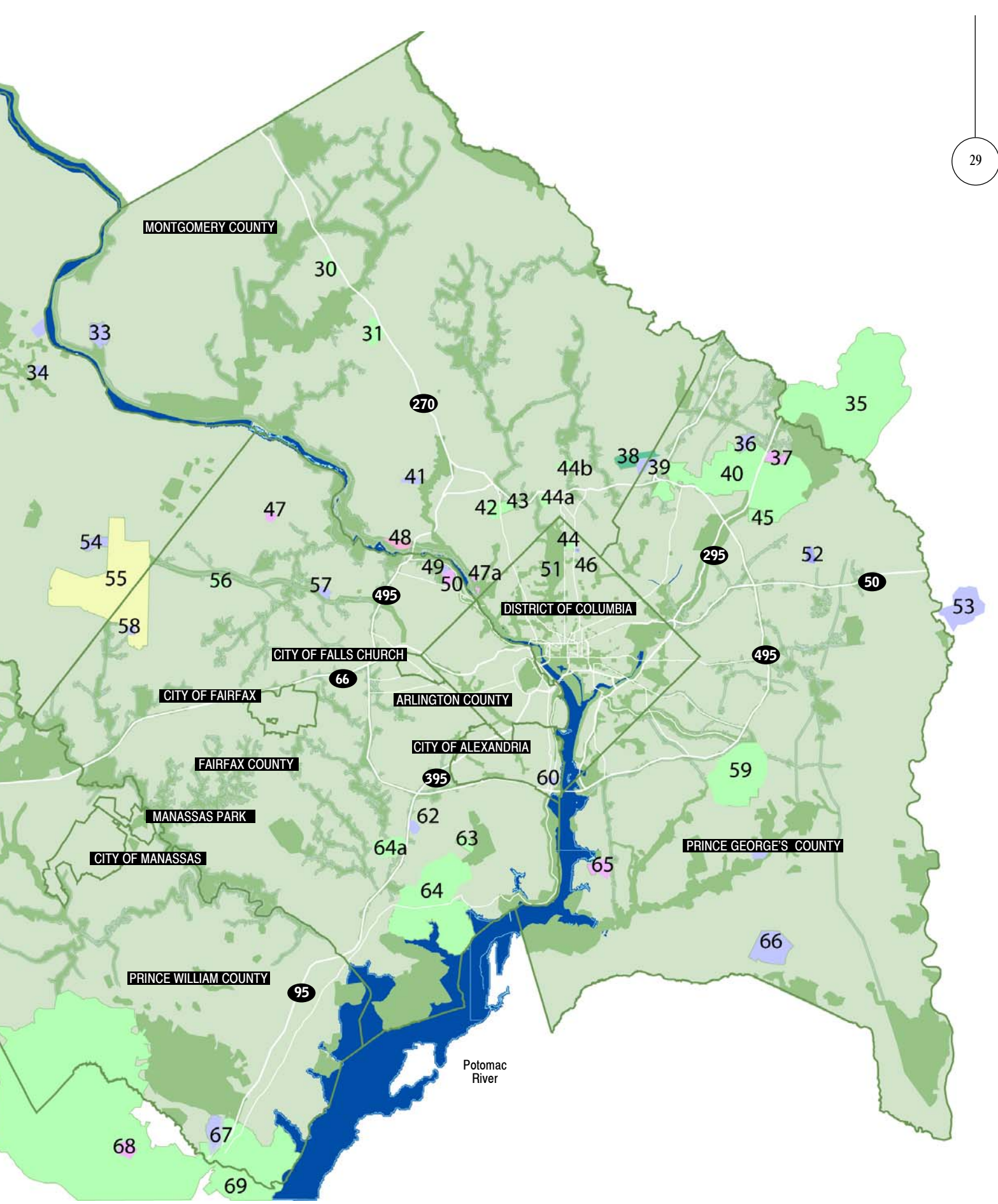
Federal Civilian Employment



Federally Owned Workplace Location Code

- 30 Department of Energy
- 31 National Institute of Standards and Technology
- 32 Balls Bluff National Cemetery
- 33 National Institutes of Health (Animal)
- 34 Washington Air Route Traffic Control Center
- 35 Fort Meade & National Security Agency
- 36 FDA Laboratory Facility
- 37 James J. Rowley Training Center
- 38 FDA - White Oak
- 39 Adelphi Laboratory Center
- 40 Beltsville Agriculture Research Center
- 41 William F. Bolger Postal Academy
- 42 National Institutes of Health
- 43 National Naval Medical Center
- 44 Walter Reed Army Medical Center
- 44a Walter Reed Army Medical Center - Forest Glen Annex
- 44b Walter Reed Army Medical Center - Residential Housing
- 45 Goddard Space Flight Center
- 46 Battleground National Cemetery
- 47 National Image and Mapping Agency - Fairfax Facility
- 47a National Image and Mapping Agency - Montgomery Facilities
- 48 Naval Surface Warfare Center - Carderock Facility
- 49 Fairbank Highway Research Station
- 50 Central Intelligence Agency Headquarters
- 51 National Park Service Rock Creek Park Facility
- 52 Plant Introduction Station - BARC
- 53 Davidsonville Transmitter Site
- 54 Sterling Test and Evaluation Facility
- 55 Dulles International Airport
- 56 United States Geological Survey
- 57 Wolf Trap Farm Park
- 58 Steven F. Udvar-Hazy Center
- 59 Andrews Air Force Base
- 60 Alexandria National Cemetery
- 61 Vint Hill Farms Station
- 62 Old GSA Stores Depot
- 63 U.S. Coast Guard
- 64 Fort Belvoir
- 64a Fort Belvoir Engineer Proving Grounds
- 65 Foreign Broadcast Information Service Monitoring Station
- 66 Brandywine Global Communications Receiver Site
- 67 National Cemetery Quantico
- 68 FBI Academy
- 69 Marine Base Quantico





Federal Workplace Needs in the National Capital Region

To stay operationally efficient, the federal government continually evaluates its facility requirements and is consistently adjusting its portfolio of workplaces. New facilities are continually being developed to address changes in agencies' missions or a desire by agencies to consolidate operations, improve security, or address building deficiencies. This development of new facilities affords the federal government an opportunity to locate new workplaces where improvements in operational efficiencies can be made while it uses existing resources, promotes the use of alternative transportation, and enhances interactions with local communities to address regional and local problems.

The Continued Development of Federal Workplaces

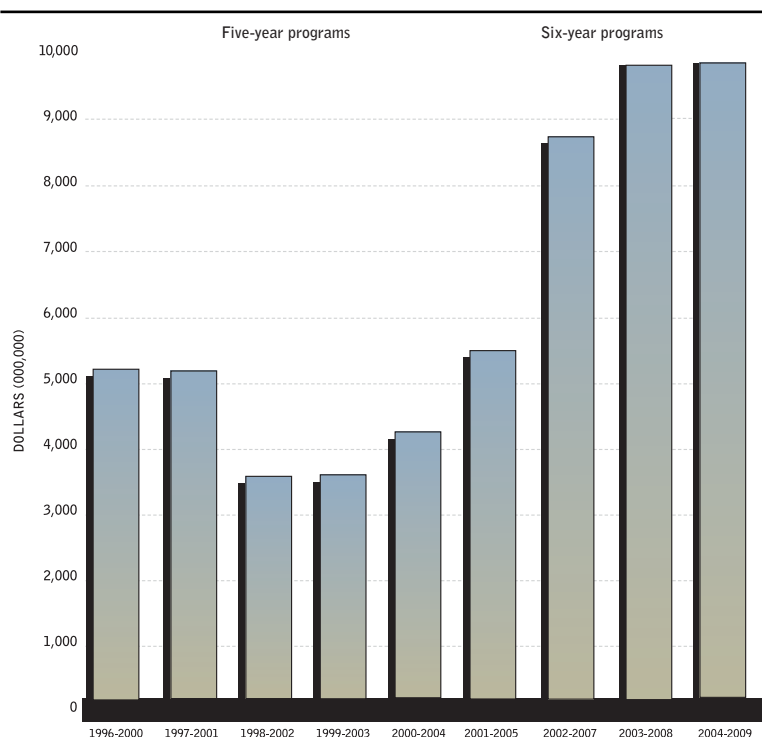
The missions of federal agencies are constantly changing as new laws, policies, and regulations are developed. To meet new agency mission requirements, office suites, meeting spaces, laboratories, and research centers need to be renovated or newly built.

As agencies adjust to new missions or seek to increase their performance efficiency, they might consolidate operations into one installation or building. In response to security threats over the past decade, agencies also might consolidate their operations to reduce security risks.

Existing federal facilities may become too old and outdated to provide an efficient, safe, and healthy environment for federal employees. When this occurs, existing federal facilities must be substantially renovated or new facilities must be developed. These new facilities can be rehabbed structures or new structures.

Oftentimes, an agency might be able to address changes in missions, gain efficiencies through consolidation, meet security requirements, and replace outdated facilities through the development of a new installation. For example, the new headquarters of the Department of Health and Human Services' Food and Drug Administration in Montgomery County brings together in one location a number of its centers that were at distant, aging facilities into a campus of modern and easily secured laboratories, offices, and support space.

Figure 6:
Comparison of Federal Capital
Improvements Programs



The construction and rehabilitation of federal workplaces in the region is ongoing. This continued development is illustrated through trends in the Federal Capital Improvements Program (FCIP).

The FCIP compiles federal capital improvement projects in the region proposed by federal agencies for the upcoming six fiscal years. These projects are developed by agencies based on their current missions and their strategic plans to fulfill these missions and include new construction projects, rehabilitation projects, site improvement projects, and other infrastructure improvements. Charts 2 and 3 illustrate trends found in the FCIP.

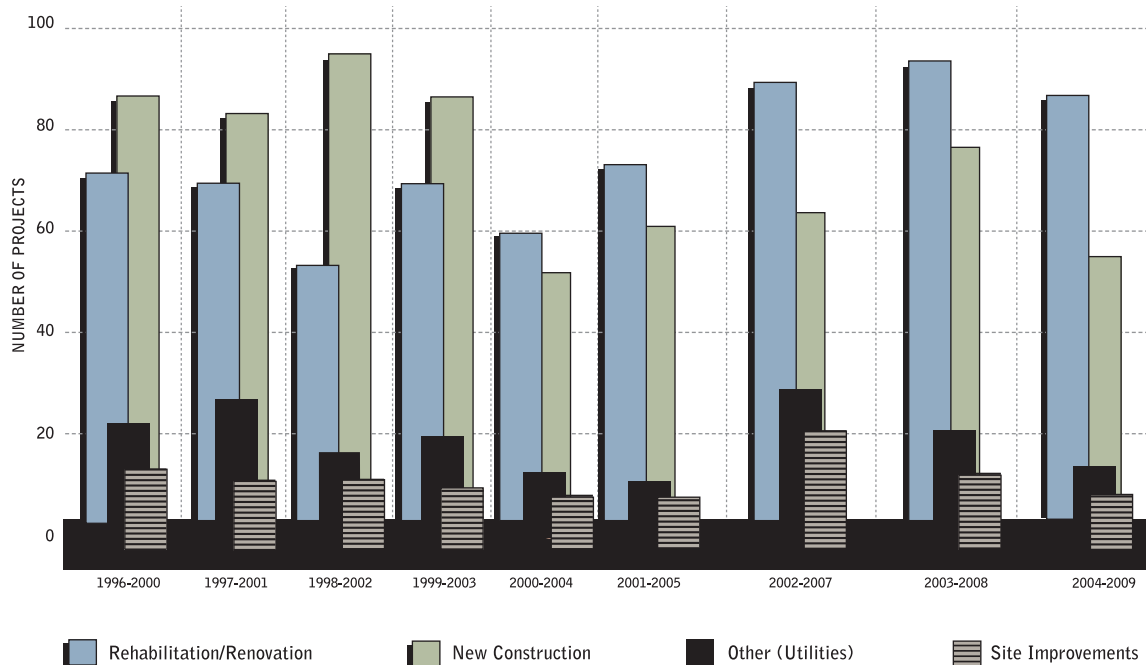
Figure 6 illustrates that the total FCIP program costs have risen since the program for fiscal years 1998-2002. Figure 7 shows that the number of proposed rehabilitation, renovation, and new building projects within the FCIP has continued to remain steady over the years.

Within the context of the decline in the federal government's workforce in the region (direct civilian and military has declined from 382,000 to 362,000 between 1996 and 2002) there appears to be no

relationship between the size of the federal workforce and the need for rehabilitated, renovated, or new workplaces. This indicates that a reduction in the workforce may not necessarily result in excess space, but new or renovated space that can meet the requirements of a changed workforce may be required. The federal government owns and occupies many buildings in the region that represent significant previous federal investments and have important symbolic qualities. Many, however, are also over 50 years old and require extensive modernizations to bring them to current health, safety, and operational standards. These modernizations often require complete closure of a structure to allow for the near gutting of their interior spaces. When this occurs, the dislocated employees need to be relocated and, oftentimes, a different federal use will then be placed in the modernized structure. So, the modernization programs of federal buildings often require the acquisition or development of new space.

As the nature of the federal workforce continues to change and buildings continue to age, development and redevelopment of federal workplaces are expected to continue into the foreseeable future.

Figure 7: Comparison of Types of Projects Between Federal Capital Improvements Programs



Location Considerations

Appropriately locating federal workplaces can encourage efficiencies in federal operations, as well as promote development patterns that can address regional and local problems, such as auto congestion, poor air and water quality, inefficient use of existing infrastructure, and the loss of open space. Although various federal agency missions often have specific site requirements, in general, federal workplaces should locate where:

- Existing resources can be utilized.
- Alternative modes of transportation are available.
- Common goals and objectives with local agencies can be met.

Utilizing Existing Resources

Much of the new construction in the region is in new suburban areas where it replaces open spaces and farmland. Such development is often at low densities, which reduces opportunities for efficient public transportation and requires more infrastructure such as utility lines, streets, and service facilities. Conversely, compact buildings and sites in urban areas with smaller footprints, and developing sites at infill locations in urban areas, can absorb new growth and development in a way that uses land, utilities, and services more efficiently.

Through Executive Order 12072, Federal Space Management, the federal government has committed to encourage the location of federal workplaces in central cities, making downtown areas attractive places to work, conserving existing resources, and encouraging redevelopment.

Following a fire in 1996, the Department of the Treasury's main building in Washington, D.C. has undergone extensive modernization to meet current health, safety, and operational standards.

Executive Order 12072, federal space management, requires federal agencies to give serious consideration to the impact a site selection will have on the social, economic, environmental, and cultural conditions of the community. It also requires that when locating a facility, agencies consider the availability of adequate public transportation and parking.

The Order requires agencies to consider the compatibility of a selected site with state, regional, or local development, redevelopment, or conservation objectives; the conformity of the site with the activities and programs of other federal agencies; the impact on economic development and employment opportunities in the urban area, including the utilization of human, natural, cultural, and community resources; the availability of adequate low- and moderate-income housing for federal employees and their families on a nondiscriminatory basis; and the availability of adequate public transportation and parking and accessibility to the public.



The selection of sites for facilities by federal agencies in downtown Washington as well as the secondary urban centers within the District of Columbia and throughout the region can achieve many of the objectives of this Order.

Alternative Modes of Transportation

Ideally, federal activities would be distributed throughout the region where the densest and most job-intensive activities occur and where alternatives to the private automobile, particularly Metrorail, the Virginia Railway Express (VRE), or the MARC train system, are most available. This would promote more use of public transit and bike and pedestrian facilities by federal employees in their commute to and from work.

In large part, the federal government's major office functions are often located in downtown Washington and the secondary urban centers within the District of Columbia and throughout the region, and its military installations with large areas of land are at the region's periphery. Some exceptions occur for a variety of reasons—limited availability of large sites, historical land ownership patterns that pre-date modern transportation infrastructure, Congressional directives, or changing security needs. When exceptions occur, a variety of problems can arise, including: major federal workplaces with poor transit access; transit-accessible workplaces with an excessive amount of employee parking; and transit-accessible land that is underutilized. Over time, these anomalies are gradually being addressed and the Comprehensive Plan policies can help to correct these situations.

In particular, the Transportation Element of the Federal Elements of the Comprehensive Plan recommends a multi-modal regional transportation approach to meet the travel needs of residents, workers, and visitors. At the same time, the element seeks to improve regional mobility and air quality through expanded transportation alternatives and transit-oriented development.

When locating federal workplaces in the region, federal agencies should follow the guidance contained within the Transportation Element and

consider sites and buildings located in areas convenient to a variety of transportation options (either existing or planned) that could reduce the reliance on private automobiles. In particular, new federal workplaces should be located where they take advantage of the federal government's existing investment in the region's Metrorail system. States and local jurisdictions should support the development of alternative modes of transportation near existing federal facilities when existing choices are limited.

Meeting Common Goals and Objectives

From the District of Columbia's dense urban core to Loudoun County's rolling hills and horse farms, the region is rich in diverse environments. Federal workplaces, from small rented office suites to large military bases, need to fit appropriately into the environment where both the community and the facility can benefit.

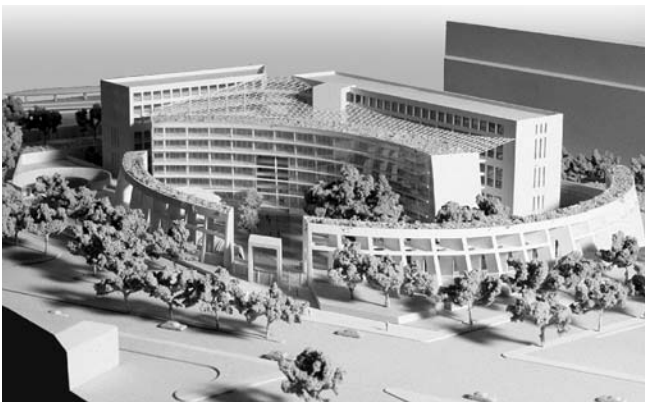
Locational decisions for federal workplaces should consider how the facility could contribute to a particular community. Will workplaces contain uses that will be valuable to the community and improve upon the community's transportation network? Will the facility rehabilitate a historic structure or add to a redeveloping urban core? Are there existing businesses available to sell the desired products and services to the facilities workforce? Are there adequate nearby housing choices for the facility's workforce? Can the facility add to the community by providing public space, art, or a civic amenity? Does the facility provide interesting activities open to the public? Does it promote workforce development and provide new job opportunities in disadvantaged communities?

The surrounding community should enrich the function, efficiency, and productivity of the federal workplace. Federal workplaces should gain from their location, the workforce's relationship with the community, and the environment (physical and economic) provided by the community.

Federal projects such as the General Service Administration's (GSA) redevelopment of Suitland Federal Center is a good example of the cooperative

contributions the federal government and a community can make to the economic well-being of the community and the region as a whole. Prince George's County has initiated a redevelopment project adjacent to the Suitland Federal Center to improve the Suitland community. This project establishes a distinctive, positive identity for the community; sparks other redevelopment and renovation projects; and creates new homeownership and economic development opportunities. At the same time, GSA has developed a new National Oceanic and Atmospheric Administration Satellite Operations Center and Census Bureau headquarters for the Department of Commerce among other projects and has identified areas for future development on the Center's site. With all this activity, the Suitland community, with its recently constructed Metrorail station, is poised to become a community where federal and local jurisdictional efforts have come together to contribute significantly to the physical, social, and economic well-being of the National Capital Region.

A similar example of a partnership between the federal government, a local jurisdiction, and other parties improving the economic viability of an area involves the location of the Department of Justice's new headquarters for its Bureau of Alcohol, Tobacco, Firearms and Explosives. The General Services Administration has located the headquarters in a predominately industrial area of Washington near other new private office development and a new Metrorail station. In conjunction, the District of Columbia is improving the retail options and transportation infrastructure along this important gateway into the city. The combined efforts should



create a desirable location that attracts even more office, retail, and potential residential uses compatible to the existing residential neighborhoods. This project has the potential to boost the economic vitality of the District of Columbia.

To foster this kind of cooperation and coordination, the Commission has adopted project submission guidelines that provide for public participation in NCPC's planning and plan review activities. These guidelines promote intergovernmental cooperation and public participation in the planning of federal workplaces within the region. They require federal agencies to coordinate their plans and projects with local, sub-regional, regional, and state plans and programs for the development of the region. Federal agencies are also required to use long-range plans, master plans, and capital improvement programs in the region to foster this intergovernmental cooperation.

Federal agencies should engage the public, local communities, and other stakeholders early and often in the development of federal facilities in the region so that specific community development goals and concerns can be addressed in all stages of planning and construction. Close partnerships between federal agencies and their host communities should be maintained to ensure that federal facility plans are developed in ways that contribute to the community.

Similarly, action taken by the local communities themselves could affect the productivity and efficient operation of a federal facility. To aid the federal government in addressing comprehensive regional planning issues as well as federal agencies' development of plans, projects, and capital improvement programs, local and regional agencies should work with the federal government in the development of their policies, plans, and programs. This will aid in identifying what, if any, impacts these policies, plans, and programs may have on federal activities and interests in the region and the communities involved.

Model of the Department of Justice's new headquarters for its Bureau of Alcohol, Tobacco, Firearms and Explosives on New York and Florida Avenues in Washington, D.C.

Policies

Locating Federal Workplaces

A federal agency's decision on where to locate a workplace within the National Capital Region depends on the agency's preference among other things, including Congressional directives, the willingness of Congress and the Administration to agree to a proposed cost or rent schedule, and prevailing market conditions.

Within this context, the policies stated here encourage federal agencies to locate workplaces to give emphasis to the District of Columbia as the seat of government and enhance the monumental core. These policies also encourage federal agencies to locate workplaces where existing federally owned sites and buildings exist and where the use of existing resources are optimized; where federal workplaces can contribute to business development within the region; and where interactions between federal agencies, the private market that serves these agencies, and the public that these agencies serve are enhanced.

The District of Columbia and the Monumental Core

Established as the national capital by an act of July 1, 1790 (1 Stat. 130), the District of Columbia replaced Philadelphia as the seat of the federal

government on the first Monday in December 1800, and "all offices attached to the said seat of government shall accordingly be removed thereto by their respective holders, and shall, after the said day cease to be exercised elsewhere."

On July 30, 1947 Public Law 80-279 (4 U.S.C. § 71 et seq.) reconfirmed the importance of a cohesive national government for government efficiency by requiring that "all that part of the territory of the United States included within the present limits of the District of Columbia shall be the permanent seat of government of the United States" and that "all offices attached to the seat of government shall be exercised in the District of Columbia and not elsewhere, except as otherwise expressly provided by law."

As the metropolitan area has grown beyond the borders of the District of Columbia, Congress recognized that the planning of federal facilities within the region should be coordinated and contribute towards solutions of community development problems of the region on a unified metropolitan basis, while still maintaining the District of Columbia as the seat of government.

Within Public Law 108-185 ((40 U.S.C. § 8302 (2003)), Congress declared that, because “the District which is the seat of the Government of the United States and has now become the urban center of a rapidly expanding Washington metropolitan region, the necessity for the continued and effective performance of the functions of the Government of the United States at the seat of said Government in the District of Columbia, the general welfare of the District of Columbia and the health and living standards of the people residing or working therein and the conduct of industry, trade, and commerce therein require that the development of the District of Columbia and the management of its public affairs shall, to the fullest extent practicable be coordinated with the development of the other areas of the Washington metropolitan region...”

Through the location of specific types of federal workplaces within the region, the federal government can continue to maintain the District of Columbia as the seat of the federal government while supporting a coordinated approach to regional development. Specifically, the primary functions of the federal government should continue to be located within the District of Columbia, while other federal activities that must be located within the region should be located where local land use conditions will support the efficiency and productivity of those activities, including the District of Columbia, Virginia, and Maryland.

In maintaining the District as the seat of the federal government, federal agencies should also maintain the monumental core as the symbolic center of the nation. Historically, most of the principal offices of the federal government have located in this area, including legislative and judicial facilities and the executive branch. The area is highly accessible to the public, to employees, and to groups requiring daily contact with these activities, and it fosters efficient interactions among federal policy-making branches. The symbolic relationship between these facilities and the primary activities of the national government should be enhanced through the continued location of these facilities within the monumental core.

Existing Facilities and Resources

Before purchasing or leasing additional land or building space, federal agencies should consider underdeveloped federal sites or available space in federal buildings. If an existing federal site or building is not available in a preferred location, the purchase, lease, and/or construction of a new facility can be considered if the benefits of locating the activity in that specific location are favorable. The availability of space at existing federal facilities (individual buildings and installations) should be monitored continually; the future development of installations should be managed and controlled through the master planning process.⁴

Regional Distribution of Federal Workplaces

Because federal employment is such an important part of the regional economy, a vital goal is to strike a balance between centralized locations and locations throughout the region. Federal employment has always been concentrated in the District of Columbia since it was established as the seat of national government, but by 1960, only 63.3 percent of federal employment (civilian and military) in the region was located in the District of Columbia while 13.4 percent was in Maryland and 23.3 percent was in Virginia. Since then, the District of Columbia’s share generally has continued to decline. By 2002, the District of Columbia’s share of the region’s federal employment was reduced to approximately 53 percent.

In 1968, a policy adopted as part of the Federal Elements of the Comprehensive Plan stated that 60 percent of the region’s federal employees should work in the District of Columbia and 40 percent should be located elsewhere in the region.

This policy remains today. It should be considered in conjunction with the knowledge that federal activities provide opportunities for local jurisdictions to gain from taxes on the wages and salaries of federal employees, and generate property, sales, and income taxes from the private-sector activities that often occur because of the federal presence. By locating specific types of

4. See the Commission’s approved submission requirements for Master Plans at www.ncpc.gov under Information for Submitting Agencies.

workplaces in particular areas of the region, the federal government can help the economic development efforts of local jurisdictions.

Therefore, federal workplaces that interact with each other, the private sector, and the public should be located in places that facilitate interactions:

- Federal workplaces with related activities will benefit from being located near each other, where interactions can occur more easily. For example, agency headquarters that work with the offices of the White House and Congress benefit from locations in the city of Washington.
- Federal workplaces that work primarily with the private-sector market (including contractors and service providers) will be more efficient if they are located where the private sector can also find space. For example, much of the private-sector activity in Crystal City in Arlington County is related to the military. Crystal City's location near the Pentagon makes for efficient interactions between private companies and the headquarters of the Department of Defense.
- Federal workplaces that provide a service to the general public are most effective when located near the citizens they serve. Post offices and local social security offices are primary examples of federal activities that should locate where they are easily accessible to the public.
- Federal workplaces that do not require extensive interaction with other federal and private activities within the monumental core, could locate elsewhere in the District of Columbia or region. In outlying areas, land uses and official local land use plans, availability of existing federal sites and buildings, and the existing economic market might be more favorable to the efficient functioning of this type of federal activity. For example, the cluster of existing biotechnology research facilities in Montgomery County (both federal and private) could add to the efficient operations of new federal biotechnology facilities.
- Federal workplaces that do not require extensive interaction with other federal and private activities within the monumental core but do require extensive land areas, isolated or secure sites, and/or have little contact with the public, could locate elsewhere in the District of Columbia or the region where the surrounding land uses and local land use plans do not hinder their operations. For example, military installations in isolated locations are prime sites for activities such as weapons testing or intelligence gathering.

Extending the Legacy: Planning America's Capital for the 21st Century

Extending the Legacy: Planning America's Capital for the 21st Century, released by the Commission in 1997, is a framework plan for the long-term growth of the monumental core of Washington. The monumental core is the general area encompassing the U.S. Capitol grounds, the Mall, the Washington Monument grounds, the White House grounds, the Ellipse, West Potomac Park, East Potomac Park, the Southwest Federal Center, the Federal Triangle area, Lafayette Park, the Northwest Rectangle, Arlington National Cemetery, the Pentagon area, and Fort Myer.

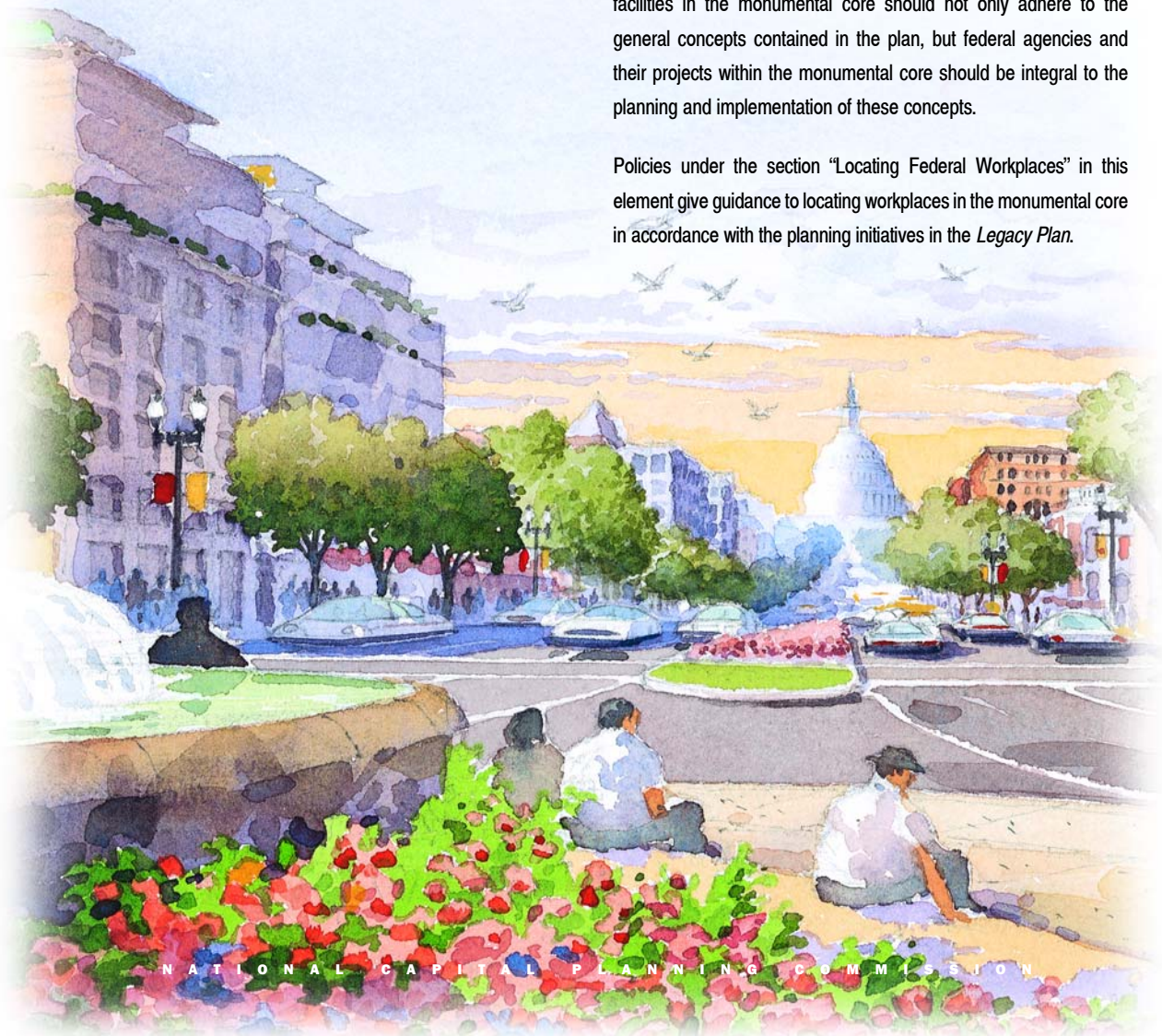
The *Legacy Plan* redefines the monumental core to include adjacent portions of North, South, and East Capitol Streets and reclaims and reconnects the city's waterfront, from Georgetown on the Potomac River to the National Arboretum on the Anacostia River. As part of its vision, the *Legacy Plan* promotes the improvement of existing federal facilities and the development of new federal facilities within these areas. The plan also addresses

the District of Columbia's urgent need for jobs and increased mobility by creating opportunities in all quadrants of the city for new parks, offices, and other development and transit centers.

The monumental core contains significant infrastructure and services as well as private and public activities related to the federal government. The *Legacy Plan* promotes initiatives in downtown Washington that add to these activities and support the existing pattern of dense urban development, mixed land uses, and compact building designs. It further promotes the development of housing opportunities and alternative modes of transportation within this area, making it an ideal location for federal workplaces.

When locating workplaces in the monumental core, federal agencies should consider sites and buildings that further the implementation of initiatives found within the *Legacy Plan*. New or redeveloped federal facilities in the monumental core should not only adhere to the general concepts contained in the plan, but federal agencies and their projects within the monumental core should be integral to the planning and implementation of these concepts.

Policies under the section "Locating Federal Workplaces" in this element give guidance to locating workplaces in the monumental core in accordance with the planning initiatives in the *Legacy Plan*.



Locating Federal Workplaces

Policies

The District of Columbia and the Monumental Core

When locating federal workplaces within the Central Employment Area and the Capitol Complex*, and surrounding areas**, the federal government should:

1. Maintain the planned form and framework of the monumental core established through precedent and in the *Legacy Plan*.
2. Reserve the most prominent development sites, particularly those with important symbolic visual connections to the U.S. Capitol and other landmarks in the downtown area of the District of Columbia, for federal workplaces that contain the most important functions of the federal workforce.
3. Maintain and reinforce the preeminence of the monumental core by attracting and retaining federal employment through modernizing, repairing, and rehabilitating existing federal workplaces in the monumental core.
4. Maintain and reinforce the preeminence of the monumental core by supporting the implementation of the other planning initiatives within the *Legacy Plan*, including transportation, infrastructure, and other development projects.
 - Areas identified for mixed-use redevelopment, including the North and South Capitol Street corridors, the near Southwest and Southeast areas, and Poplar Point, should be considered for new federal workplaces.

Existing Facilities and Resources

The federal government should:

1. Give preference to established urban areas, or areas that are under redevelopment with infrastructure and services in place, when locating federal workplaces.
2. Support regional and local agency objectives that encourage compact forms of growth and development when locating federal workplaces.
3. Support regional and local agency efforts to coordinate land use with the availability or development of transportation alternatives to the private automobile, including walking, bicycle riding, and public transit, particularly Metrorail, the Virginia Railway Express (VRE), or the MARC train system, when locating federal workplaces.
4. Locate federal facilities within walking distance of existing or planned fixed guideway transit services, such as Metrorail, MARC, and VRE; light rail transit (LRT); or bus rapid transit (BRT). Priority should be given to locations within walking distance to Metrorail due to its extensive reach into the region's residential areas.
5. Locate federal workplaces in areas where efficiencies are gained through proximity to a market of private suppliers of goods and services.
6. Utilize available federally owned land or space before purchasing or leasing additional land or building space. Agencies should continuously monitor utilization rates of land and building space to ensure their efficient use.

* The Central Employment Area and Capitol Complex are defined on pages 42 and 46.

** In development areas identified by the local land use plans for this use.

The Ronald Reagan Building and International Trade Center, within the Federal Triangle in Washington, D.C.



Locating Federal Workplaces

Policies

Existing Facilities and Resources (continued)

7. Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
8. Establish the level of employment that can be accommodated on installations where more than one principal building, structure, or activity is located or proposed through the master planning process as established by the Commission.
 - Agencies should continually monitor the employment levels at installations and revise installation master plans as necessary to reflect changed conditions and provide an up-to-date plan for the development of the installation.
9. Minimize development of open space by selecting disturbed land or brownfields for new federal workplaces or by reusing existing buildings or sites.

Regional Distribution of Federal Workplaces

The federal government should:

1. Achieve within the District of Columbia a relative share of the region's federal employment (civilian and military) that is not less than 60 percent of the region's.
2. Locate employees near other federal agencies and departments with which they regularly interact.
3. Locate federal workplaces in urban areas, giving first consideration to the District of Columbia and second consideration to other centralized community business areas and areas of similar character, including other specific areas that may be recommended by local agencies, with the following exception:
 - Workplaces that have specific land use requirements (including the need for large amounts of land, buffers, and extensive future expansion needs) should locate where these requirements can be fulfilled.

Locating Federal Workplaces

Policies

Regional Distribution of Federal Workplaces (continued)

4. The following locational criteria are specific to federal legislative, judicial, and executive administrative land uses. The Central Employment Area (CEA) and Capitol Complex are defined on pages 42 and 46.

The federal government should locate the following legislative, judicial, and executive administrative land use types in the areas identified:

Workplace Type	Locations					
	Within the District of Columbia				Within the region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
a. Legislative						
Headquarters	Yes					
Primary Administrative	Yes					
Large Public Meeting	Yes	Yes				
Administrative Support		Yes	Yes			
Infrastructure Support	Yes	Yes	Yes			
b. Judicial						
Primary Supreme Court Functions	Yes	Yes**				
Court/Hearing Rooms		Yes	Yes	Yes	Yes	Yes
Primary Administrative		Yes	Yes	Yes	Yes	Yes
Administrative Support		Yes	Yes	Yes	Yes	Yes
c. Executive Administrative						
Department Headquarters***		Yes	Yes	Yes		
Primary Administrative Facilities		Yes****	Yes	Yes	Yes	Yes
Large Public Meeting Facilities		Yes	Yes	Yes	Yes	Yes
Administrative Support Facilities		Yes	Yes	Yes	Yes	Yes

* In development areas identified by local land use plans for this use.

** Relocation of the Supreme Court allowed within the District of Columbia. New facilities should possess a prominent and symbolic relationship with the U.S. Capitol and White House.

*** Cabinet-level departments and independent agencies and commissions, including facilities housing departmental, commission, or agency heads, their assistants, and other staff. Excludes facilities of the Department of Defense.

**** The Executive Offices of the President should receive preference for locations near the White House.

Locating Federal Workplaces

Policies

Regional Distribution of Federal Workplaces (continued)

5. The following locational criteria are for specific federal activities excluding legislative, judicial, and executive administrative land uses. The Central Employment Area (CEA) and Capitol Complex are defined on pages 42 and 46.

The federal government should locate the following land use types in the areas identified:

Workplace Type	Locations					
	Within the District of Columbia				Within the region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
a. Scientific, Technological, and Laboratory Research		Yes**	Yes	Yes	Yes	Yes
					Within the region, outside of the District of Columbia: preference should be given to areas with sufficient protective landscape buffers and areas that can accommodate future expansion needs.	
b. Agricultural, Plant Life, and Animal Life Research			Yes		Yes	Yes
					Within the region, outside of the District of Columbia: preference should be given to areas where there is sufficient acreage for immediate and planned long-term agricultural activities.	
c. Research, Intelligence, and Communications for National Defense		Yes**	Yes	Yes	Yes	Yes
	Within the District of Columbia: where geographical land formations are uniquely suited to the operations of the activity and future expansion needs can be accommodated. For activities that require special facilities or testing or security, preference should be given to areas with sufficient protective landscape buffers.				Within the region, outside of the District of Columbia: where geographical land formations are uniquely suited to the operations of the activity and future expansion needs can be accommodated. For activities that require special facilities for testing or security, preference should be given to areas with sufficient protective landscape buffers.	

* In development areas identified by local land use plans for this use.

** Primary administrative facilities, large public meeting facilities, and administrative support facilities allowed.

Workplace Type	Locations					
	Within the District of Columbia				Within the region, outside of the District of Columbia	
	Capitol Complex	CEA and Surrounding Areas*	Federal Installations	Other Areas*	Federal Installations	Other Areas*
d. Military Aircraft	Yes Within the District of Columbia: only at military installations.				Yes Within the region, outside of the District of Columbia: only at military installations.	
e. Helicopter	Yes Within the District of Columbia: in accordance with FAA standards to meet specialized needs or emergency requirements of federal agencies that can only be met by the use of rotary aircraft.		Yes	Yes	Yes Within the region, outside of the District of Columbia: in accordance with FAA standards to meet specialized needs or emergency requirements of federal agencies that can only be met by the use of rotary aircraft.	Yes
f. Special Education and Training	Yes Within the District of Columbia: preference should be given to locations accessible by a variety of public transportation options.		Yes	Yes	Yes Within the region, outside of the District of Columbia: preference should be given to locations accessible by a variety of public transportation options.	Yes
g. Main Postal Stations and Branches	Yes Within the District of Columbia: at locations accessible by a variety of public transportation options and/or that encourage on-street pedestrian activity. At federal installations, preference should be given to locations within a reasonable travel time or walking distance from federal workforce locations and/or installation housing.		Yes	Yes	Yes Within the region, outside of the District of Columbia: at locations accessible by a variety of public transportation options and/or that encourage on-street pedestrian activity. At federal installations, preference should be given to locations within a reasonable travel time or walking distance from federal workforce locations and/or installation housing.	Yes
h. Warehousing, Utility, Supply, and Storage	Yes Within the District of Columbia: give priority to locations that are easily accessible from the regional highway system, and without significant negative traffic impacts to the local arterial and roadway system. Facilities to accommodate future requirements and/or the requirements of multiple agencies should be considered.				Yes Within the region, outside of the District of Columbia: give priority to locations that are easily accessible from the regional highway system, and without significant negative traffic impacts to the local arterial and roadway system. Facilities to accommodate future requirements and/or the requirements of multiple agencies should be considered.	Yes
i. Dormitory and Residential	Yes		Yes	Yes	Yes	Yes

* In development areas identified by local land use plans for this use.

** Primary administrative facilities, large public meeting facilities, and administrative support facilities allowed.

70	AT&E Headquarters	98	EPA Headquarters	124	Department of Health & Human Services
71	Department of Veterans Affairs	99	National Endowment Headquarters (Arts and Humanities)	125	Bureau of Printing and Engraving & Annex
72	Export/Import Bank of the United States	100	IRS Headquarters	126	GSA Regional Headquarters
73	New Executive Office Building	101	Department of Justice	127	USPS Headquarters
74	Renwick Gallery	102	National Archives & Records Administration	128	Department of Housing & Urban Development
75	National Courts	103	Federal Trade Commission	129	Washington Navy Yard
76	U.S. Secret Service	104	U.S. District Court	130	National Capital Parks East
77	Government Accountability Office	105	Department of Labor		
78	American Art Museum/Portrait Gallery	106	National Museum of American History		
79	U.S. Trade Representative	107	National Museum of Natural History		
80	Eisenhower Executive Office Building	108	National Gallery Sculpture Garden		
81	White House	109	National Gallery of Art - West		
82	Department of the Treasury	109a	National Gallery of Art - East		
83	Pension Building- National Building Museum	110	Smithsonian Institution Building - The Castle		
84	FBI Washington Field Office	111	Department of Agriculture		
85	American Red Cross Headquarters	112	Auditors Building		
85a	American Red Cross Headquarters	113	Freer & Sackler Galleries of Art		
86	GSA Headquarters	114	Arts and Industries Building		
87	Ford's Theater - Lincoln Museum	115	National Museum of African Art		
88	Old General Post Office	116	Hirshorn Museum & Sculpture Garden		
89	U.S. Tax Court	117	National Air & Space Museum		
90	FBI Headquarters	118	National Museum of the American Indian		
91	Navy Bureau of Medicine and Surgery	119	U.S. Holocaust Memorial Museum		
92	Department of State	120	Department of Energy		
93	Federal Reserve & Annex	121	Federal Aviation Administration		
94	Office of Personnel Management	122	NASA Headquarters		
95	Department of Interior & Interior South	123	Department of Education		
96	Department of Commerce				
97	Reagan Building & International Trade Center				

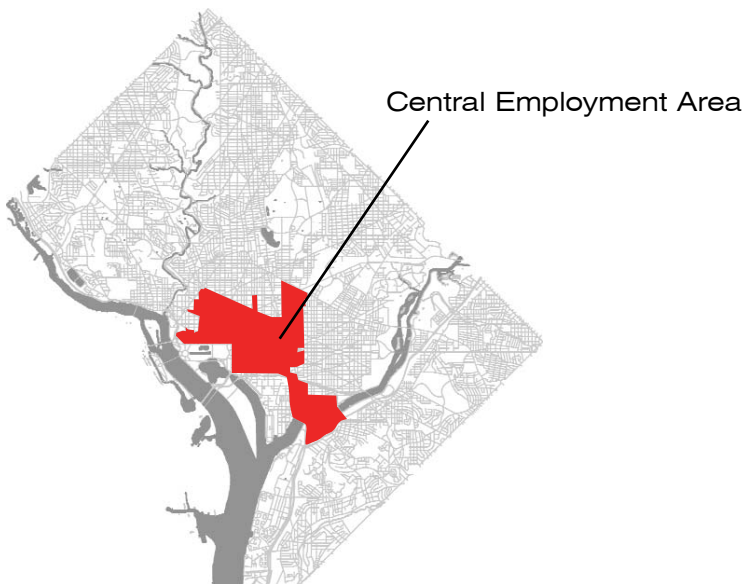
Federal Civilian Employment

No Employment Data
 > 1,000 Federal Civilian Employees
 < 1,000 Federal Civilian Employees
 Classified Federal Civilian Employees
 Federal Facility Dominated
 Future Federal Civilian Employment (approved and under construction)

Central Employment Area B
 Metro Rail Station
 Gateway Streets
 Interstate

- No Employment Data
- > 1,000 Federal Civilian Employees
- < 1,000 Federal Civilian Employees
- Classified Federal Civilian Employee Statistic
- Federal Facility Dominated by Private Employment
- Future Federal Civilian Employment Center
(approved and under construction)

- Central Employment Area Border
- Metro Rail Station
- Gateway Streets
- Interstate



The Central Employment Area

The Central Employment Area (CEA) includes the District of Columbia's downtown area as defined in the District Elements of the Comprehensive Plan, parts of the central core area of Washington where employment facilities are concentrated, and adjacent areas where additional development, economic diversification, and job generation are encouraged. It is situated at the hub of the region's roadway and public transportation infrastructure and contains a mix of land uses that efficiently support the existing federal activities.

Specifically, the CEA is an area within the District of Columbia where:

- Existing federal facilities contribute to the city's employment population, economic diversification, and mixed-use nature.
- Higher-density employment facilities exist or are encouraged (including, but not limited to, areas identified for federal, local public facilities, institutional, medium density commercial, medium-high density commercial, and high density commercial on the District of Columbia's Generalized Land Use Map).
- Higher-density mixed-land uses, including commercial/retail, residential, and entertainment uses exist or are encouraged (including, but not limited to, areas identified for medium density residential, high density residential, federal, local public facilities, institutional, medium density commercial, medium-high density commercial, high density commercial, parks, recreation, and open space, production and technical employment, and mixed-uses on the District of Columbia's Generalized Land Use Map).

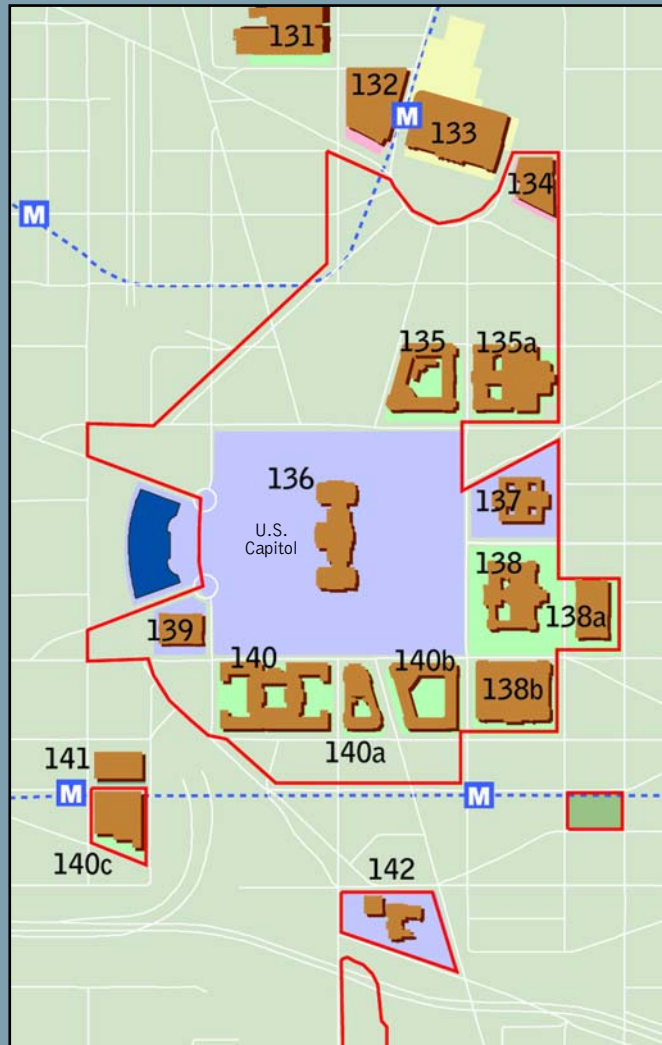
- A high concentration of bus, rail, and public transit transfer points exist and land uses are generally no more than 2000 feet away from an existing or planned Metrorail station, light rail station, or bus rapid transit station.

The CEA is defined within the District of Columbia's Elements and the Federal Elements of the Comprehensive Plan. The CEA boundaries within the District of Columbia's Elements are amended through actions by the Council of the District of Columbia. Historically, the Commission has adopted those amendments and changed the boundary of CEA within the Federal Elements to correspond. The Council of the District of Columbia last amended the CEA boundaries within the District of Columbia's Elements on December 31, 1998. During its review of these amendments to the CEA boundaries, the Commission, through a tie vote on March 4, 1999, found that the amendments did not have a negative impact on the interests or functions of the Federal Establishment in the National Capital. The Commission, however, did not amend the CEA boundaries within the Federal Elements of the Comprehensive Plan to correspond to those adopted by the Council of the District of Columbia. The CEA boundaries within the Federal Elements of the Comprehensive Plan were last amended by the Commission on July 27, 1995.

The CEA contains the U.S. Capitol, the Supreme Court, and the White House and contains most of the legislative, judicial, and executive administrative headquarters of the federal government. Future federal workplaces for legislative, judicial, and executive administrative headquarters should continue to be located within the CEA and surrounding areas as guided through policies under the section, "Locating Federal Workplaces" in this element.

Map 4: The United States Capitol Complex, 2003

- The United States Capitol Complex is comprised of the U.S. Capitol, the House and Senate Office Buildings, the U.S. Botanic Garden, the Capitol Grounds, the Library of Congress buildings, the Supreme Court Building, the Capitol Power Plant, and various support facilities.
- The Architect of the Capitol is charged with the operation and maintenance of the buildings committed to his care by Congress. Permanent authority for the care and maintenance of the U.S. Capitol is established by the Act of August 15, 1876 (19 Stat. 147; 40 U.S.C. § 162-163). The Architect's duties include the mechanical and structural maintenance of the building, the upkeep and improvement of the Capitol grounds, and the arrangement of inaugural ceremonies and other events and ceremonies held in the building or on the grounds.
- The Commission does not have statutory authority over the Capitol Complex; the Complex is under the sole jurisdiction of the Architect of the Capitol. Legislation has been enacted from time to time to provide for additional buildings and grounds placed under the jurisdiction of the Architect of the Capitol.



Federally Owned Workplace Location Code

131	Government Printing Office
132	Post Office & Postal Museum
133	Union Station
134	Marshall Federal Judiciary Building
135	Russell Senate Office Building
135a	Dirksen Senate Office Building
136	U.S. Capitol
137	U.S. Supreme Court
138	Library of Congress - Jefferson Building
138a	Library of Congress - Adams Building
138b	Library of Congress - Madison Building
139	U.S. Botanic Gardens
140	Rayburn House Office Building
140a	Longworth House Office Building
140b	Cannon House Office Building
140c	Ford House Office Building
141	Federal Office Building - 8
142	U.S. Capitol Power Plant

Federal Civilian Employment

	No Employment Data
	> 1,000 Federal Civilian Employees
	< 1,000 Federal Civilian Employees
	Federal Facility Dominated by Private Employment
	Future Federal Civilian Employment Center (approved and under construction)
	Metrorail Station
	Architect of the Capitol Jurisdiction
	Streets

Development of Workplaces with Communities

Federal investments in workplaces are often used by local jurisdictions in the National Capital Region to attract new residents and private-sector activities. Likewise, host communities, through appropriate planning and the provision of goods and services, can enhance the productivity and operations of federal workplaces. When locating and operating federal workplaces, agencies and local jurisdictions should work together to meet their objectives.

Policies in this section address issues of coordinating the development of federal workplaces with communities; using federal workplaces as catalysts for business development; complying with building and development codes and energy efficiency objectives when developing federal facilities; and disposing of excess federal facilities in a manner that is coordinated with communities.

In addition, federal workplaces are to be healthy and safe and should enhance the productivity of federal employees. Policies within this section encourage the development and operation of workplaces that meet these objectives.

Coordination with the Community

When leveraging federal investments to benefit the surrounding community, federal agencies should incorporate into federal workplaces uses that would be valuable to the community. Federal agencies should consider incorporating publicly accessible mixed uses, including shopping, dining, entertainment, and residential, into their workplaces. The Public Buildings Cooperative Use Act of 1976 (40 U.S.C. § 490) supports the leasing of space in public buildings for these types of uses or for cultural, educational, or

recreational activities. Where facilities are built within urban environments, they should not only be compatible with pedestrian activity and be oriented toward public transportation; they should also contribute to the pedestrian street life and use of public transportation.

To enliven federal workplaces, civic art and public open space should be an integral component. However, displays should be coordinated with local agencies to ensure that the artwork reflects the character of the community.

Wherever operationally appropriate and economically prudent, federal agencies should utilize and maintain federal activities in historic properties and districts, especially those located in downtown Washington and in the District of Columbia's and the region's secondary employment centers. The federal government views revitalization of the nation's central cities as a priority, and several directives and laws promote this goal. Executive Order 12072, Federal Space Management, strengthens our nation's cities by encouraging the location of federal activities in our central cities. Another presidential directive, Executive Order 13006, Locating Federal Facilities on Historic Properties in our Nation's Central Cities, reaffirms the federal government's commitments set forth in the National Historic Preservation Act of 1966, as amended (16 U.S.C. § 470 et seq.) to provide leadership in the preservation of historic resources. The directive also reaffirms the Public Buildings Cooperative Use Act, which states that the government should acquire and utilize space in suitable buildings of historic, architectural, or cultural significance.

Business Development

Through its location choices, the federal government can advance local economic development goals and serve as a catalyst for business development in the surrounding area. Contractors that work with multiple federal agencies are not likely to locate their offices based on the location of any one federal facility; however, contractors that work exclusively with one agency do often choose to locate near that agency.

Modest spending by agencies in the form of purchases for routine supplies, food for conferences, and hotel rooms for agency guests are also often procured from private suppliers located nearby, further adding to the jurisdiction's economic activity.

The Small Business Act, as amended, (15 U.S.C. § 631 et seq.) promotes the creation, expansion, or improvement of small businesses by providing the maximum practicable opportunity for the development of small business concerns owned by members of socially and economically disadvantaged groups. It promotes the advancement of such firms through the procurement of goods and services by the federal government. Such procurements also benefit the federal government by expanding the number of suppliers.

Placing new federal workplaces in distressed areas can promote the revitalization of communities in which few employment opportunities or services exist. If economic incentives are necessary to help business development within a neighborhood, federal agencies should use existing federal programs when available, such as the Empowerment Zone/Enterprise Community and HUBZone programs, to support new businesses that could efficiently provide goods and services for federal workplaces.

Much of the region's recent economic growth has been a result of federal procurement spending rather than from spending resulting from government

wages and salaries. Initiatives to capture and maintain regional federal procurement spending in the future should be strongly supported, both to generally strengthen the economies of the region and the District of Columbia, and to create jobs and economic growth in disadvantaged communities.

Building and Development Codes

To the extent possible federal agencies should comply with local and state building and development codes. These represent important regional and local interests and are the foundation of national building codes, which federal agencies are required to comply with, to the maximum extent feasible (40 U.S.C. § 3312). When new construction for federal agencies is leased from a private developer or owner, these facilities must be in compliance with all local and state building and development codes.

Energy Efficiency

Principles of energy efficiency should also be incorporated into the design, operation, location, and orientation of federal workplaces. Federal agencies should consider proper building orientation, efficient heating and cooling systems, use of natural lighting, and the use of recycled materials when selecting development sites and designing facilities. Following are a few of the laws and regulations promoting the development and operation of energy efficient federal facilities: Energy Policy and Conservation Act (42 U.S.C. § 6201 et seq.); National Environmental Policy Act of 1969, as amended, (42 U.S.C. § 4321); Energy Policy Act of 1992 (EPA) (42 U.S.C. 13211-13219); Executive Order 12902, Energy Efficiency and Water Conservation in Federal Facilities; and Executive Order 13123, Greening the Government Through Efficient Energy Management.

EPAct requires federal agencies to reduce energy consumption of their facilities and install energy and water conservation measures.

Executive Order 12902 and 13123 were designed to meet and exceed the energy efficiency and water conservation provisions contained in EPAct and increase investments in solar and other renewable energy.

Excess Property

When disposing of excess land, federal agencies should work with the community to undertake plans for economic development and/or to use the property or facilities for other public (including open space) and private uses. The disposal of excess federally owned property should result in minimal adverse economic impacts on affected communities. Its future use should contribute to solving existing community development problems. Guidance on the disposal of federally owned property can be found in the Defense Authorization Amendments and Base Closure and Realignment Act, as amended, (P.L. 100-526 and P.L. 101-510, 10 U.S.C. § 2687); Base Closure Community Development and Homeless Assistance Act of 1994 (P.L. 103-421, 10 U.S.C. § 2687); the Federal Property and Administrative Services Act of 1949, as amended, (40 U.S.C. § 471 et seq.); and other laws and regulations.

Working Environment

A suitable working environment must be provided for government employees. The consideration of the health, safety, welfare, convenience, and productivity of federal employees is imperative when developing new federal workplaces or operating existing facilities. Adequately meeting employee needs will help retain current employees

and attract new ones. Consideration should be given to space for food service, retail, and residential facilities; day-care programs for children of working parents; and health care.

Federal agencies also should consider employee well-being and satisfaction with the physical environment. A properly designed, user-friendly work environment is a fundamental aspect of productivity.

Programs that improve employee commutes should also be considered when planning federal workplaces. The provision of parking, public transit, flextime, telework, and housing at or near federal workplaces should be recognized in the context of federal employee productivity.

Other Laws and Regulations

In addition to the laws and executive orders described above, there are extensive standards and criteria that federal agencies are required to follow as they develop or acquire federal workplaces that cover real property acquisition and disposal; facility management; design and construction; art-in-architecture; assignment and utilization of space; safety and environmental management; and public utilities. These are prescribed in many other legal authorities including federal laws and Executive Orders as well as the General Services Administration's Federal Property Management Regulations. The following policies should be considered in combination with these directives.

Development of Workplaces with Communities

Policies

Coordination with the Community

The federal government should:

1. Consult with local agencies to ensure that federal workplaces enhance the design qualities and vitality of their communities.
2. Support local community efforts to revitalize economically distressed areas by working with community officials to identify suitable sites for federal workplaces when these workplaces can contribute to the community's efforts.
3. Plan federal workplaces to be compatible with the character of the surrounding properties and community and, where feasible, to advance local planning objectives such as neighborhood revitalization.
4. Associate federal workplaces in urban areas to their urban context and appropriately scale them to promote pedestrian activity.
5. Consider combined public and private mixed uses at federal workplaces where security requirements will not be compromised.
 - Lease or share space in workplaces for publicly accessible commercial, cultural, educational, civic, recreational, residential, and other high-traffic use activities where these uses will fulfill a local need or support local development objectives.
 - Coordinate the use of federal workplaces for public and private activities with the local community to ensure that the community is not negatively impacted, including through the loss of local tax revenue resulting from the relocation of a business from private space to a federally owned space.
6. Locate publicly accessible activities within federal workplaces on public streets and other pedestrian access levels, as well as within courtyards and on rooftops.
7. Make primary pedestrian entrances at federal workplaces readily accessible to public transportation options, particularly Metrorail, where available.
8. Incorporate civic art, including memorials, plazas, public gardens, fountains, sculpture, and murals, into federal workplaces. Proposals for civic art should be coordinated with local agencies.
9. Give first consideration to the use of historic properties or properties within historic districts for new federal workplaces. If no such property is suitable, consider other developed or undeveloped sites within historic districts, then consider historic properties outside of historic districts if no suitable site within a district exists.
 - Any rehabilitation or construction of federal workplaces must be architecturally compatible with the character of any surrounding or adjacent historic district.

10. Guide the long-range development for all installations on which more than one principal building, structure, or activity is located or proposed through a master plan.
 - The characteristics of the installation and its surroundings should be established through the master planning process as required by the Commission. Characteristics include the qualities and resources to be protected; building groupings, massing, and architectural character; and streetscape and landscape elements and character.
 - Agencies should review master plans on a periodic basis to ensure that both inventory material and development proposals are current. Such reviews should be conducted at least every five years. Agencies should advise the Commission of the results of such reviews and provide to the Commission a proposed schedule for revising master plans when updating is determined to be needed. Revisions to master plans should reflect changed conditions and provide an up-to-date plan for the development of the installation.
11. Provide and maintain space for activities that encourage public access to and stimulate public pedestrian traffic around, into, and through federal facilities.
 - Shops, restaurants, exhibits, residential, and other public activities that stimulate pedestrian street life surrounding facilities in urban areas should be considered.
12. Encourage the use of federal workplaces for occasional cultural, educational, and/or recreational activities, providing suitable space and equipment for such activities.
13. Use appropriate commemoration and exhibits at federal workplaces.
 - Buildings, auditoriums, plazas, courtyards, and other features can be named in commemoration, and embellished with plaques and sculptures.
 - Exhibits are encouraged in widely used areas such as lobbies and corridors.

Business Development

The federal government should:

1. Sustain an economically vibrant region that meets the government's procurement needs for goods and services through program collaborations with local, state, and regional economic development organizations. Support business development initiatives to create jobs and economic growth in disadvantaged communities throughout the region and in particular within the District of Columbia.
2. Support local agency efforts to use economic development incentives and the provision of quality infrastructure to capture new commercial activities that can provide goods and services for federal workplaces.
3. Locate federal workplaces where they support the creation of employment opportunities in economically distressed areas identified through federal, state, and local economic development programs.
 - Federal procurement of goods and services should be focused in these areas.
 - The growth of socially and economically disadvantaged firms in these areas should be fostered through the use of existing federal programs.
4. Plan and program major relocations of federal employees from one jurisdiction to another (federal facilities of 200 or more employees or 100,000 or more square feet) to minimize adverse economic impacts on the jurisdiction from which the facility is relocating.

Development of Workplaces with Communities

Policies

Building and Development Codes

The federal government should:

1. Develop sites and buildings consistent with local agencies' zoning and land use policies and development, redevelopment, or conservation objectives, to the maximum extent feasible.
2. Engage the public throughout the planning process. Federal agencies should seek technical assistance to develop and maintain this public planning process if they do not have the expertise.

Energy Efficiency

The federal government should:

1. Use innovative energy conserving techniques in the design and construction, operation, location, and orientation of federal workplaces.
2. Implement methods to reduce consumption of nonrenewable energy resources and to reduce the consumption of energy through energy efficient techniques as soon as practicable at all federal workplaces or when planning these facilities.

Excess Property

The federal government should:

1. Dispose of excess federal property in a manner that ensures its future use is coordinated with surrounding development patterns and land uses and contributes effectively to existing community development goals.
 - Use by, or shared use between, new federal activities and civilian public activities should be explored before the property or facility is determined to be excess.

Working Environment

The federal government should:

1. Site federal employment in areas that would contribute to the health, safety, welfare, and productivity of federal employees.
2. Ensure that safe and healthy working conditions continue to be provided and maintained at all sites and in all buildings occupied by the federal government.
3. Provide a variety of services for employees or have these services available within a reasonable travel time or walking distance. Services should include restaurants, retail outlets, financial services (including ATMs), day-care centers, and health and fitness centers.
 - Where these services cannot be accommodated within a federal workplace, preference should be given to locations where these services are within walking distance from the facility.

4. Ensure, in the relocation of federal employees, similar or improved availability of public transportation, employee services, and affordable housing for the employees and their families within a convenient commuting distance.
 - Preference should be given to new locations where opportunities for employees to use public transportation, walk or bike on their home/work commute are increased.
5. Strive to create federal workplaces that engender a sense of pride, purpose, and dedication for employees.
6. Encourage federal employees to rideshare, including the use of carpools, vanpools, privately leased buses, public transportation, and other multi-occupant modes of travel.
7. Permit and encourage telework by federal employees where it will benefit the federal government and the public.
8. Permit and encourage variable work schedules for federal employees where it will benefit the federal government and the public.
9. Consider locating federal workplaces near a variety of housing options to benefit employees. Priority should be given to locations that are easily accessible for employees to walk, bike, or take public transportation to commute between home and work.
10. Support local agency efforts to create new housing options where federal workplaces are located or are planned to be located or expanded.
11. Promote housing initiatives for a variety of housing options close to public transit or federal facilities. These initiatives should provide housing that makes the commute of the federal employees more convenient.

Security

When a federal agency is implementing workplace security, whether for an existing structure or a newly constructed building, the agency should consider the impact of the security infrastructure on the operations and visual character of the community.

Guided by *The National Capital Urban Design and Security Plan*, federal agencies should integrate building perimeter security in a manner that enhances and beautifies the public realm. Security elements should not be separate or redundant systems that unnecessarily clutter or impede access to public spaces. Rather, consistent, coherent, and welcoming streetscapes that are worthy of the nation's capital should be developed or maintained as investments in security elements are made. Whenever security needs can be addressed by alternative measures that have less

adverse impact, or no adverse impact, on vehicular traffic in the roadway, and that minimize disruption to pedestrian access or circulation on the sidewalk, such alternatives are strongly recommended over measures that have more adverse impacts upon traffic, parking, circulation, or access.

Neighboring federal agencies should coordinate the planning and design of security infrastructure to ensure consistent, coherent, and welcoming streetscapes. Consolidated operations improve the efficiency and effectiveness of security features.

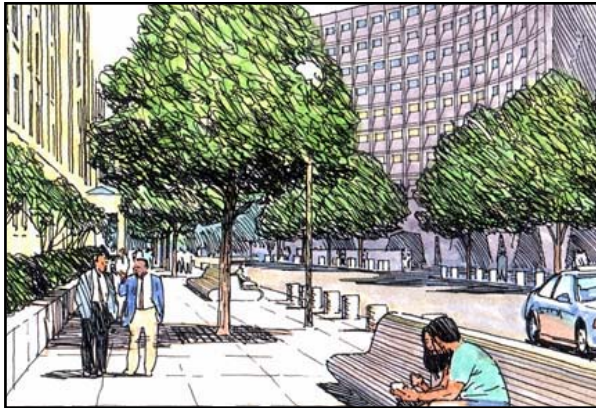
For sensitive federal workplaces and their occupants, security needs should be weighed against the viability of the urban area. Security measures should not impede a community's commerce and vitality, excessively restrict or impede use of public space or streets, or impact the health of existing landscapes.

Retail and other mixed uses that are encouraged by the Public Buildings Cooperative Use Act of 1976 (40 U.S.C. § 490) create public buildings that are open and inviting. While the presence of retail and other mixed uses is important to the public, especially in urban areas, such uses may present a risk to the building and its occupants and should be considered carefully during the risk assessment process. Retail and mixed uses may be accommodated by separating entryways, controlling access, and hardening shared partitions as well as through the operation of the facility. By creatively accommodating retail and mixed uses and agency security requirements, federal workplaces can still add to the urban character and street life desired in urban areas—particularly those areas that are adequately served by Metrorail and other public transit infrastructure.

If relocating an agency will cause adverse economic impact on a jurisdiction, the agency should consider creative and proactive security solutions before relocating the workplace to meet increased security standards.

The Commission recognizes that changing security climates and federal agency missions may require expeditious implementation of security solutions at existing facilities. To meet this need, temporary perimeter security measures may be implemented while permanent measures are planned, designed, and constructed in accordance with security policies and guidance in *The National Capital Urban Design and Security Plan*.

Conceptual illustrations of perimeter security incorporated into the streetscape design within the monumental core.



Illustrator: Christopher Grubbs

The National Capital Urban Design and Security Plan

In October 2002, the Commission released *The National Capital Urban Design and Security Plan*, a framework to improve building perimeter security in a manner that enhances the public realm and reestablishes a sense of openness and freedom. The plan identifies design solutions for perimeter security to protect against threats by bomb-laden vehicles. Design solutions include hardened street furniture and landscaped planting walls that can enhance local streetscapes while providing required security.

The plan contains a variety of security design elements for the Federal Triangle, the National Mall, the Southwest Federal Center, the West

End, Downtown, and Constitution and Independence Avenues. The plan recommends that the federal government fund all projects recommended within it.

The plan also recommends that federal agencies comply with the plan's guidelines for comprehensive solutions as they develop capital projects for perimeter security. If properly planned and coordinated by agencies, these projects can provide adequate security for federal facilities while minimizing impacts on the historic character and beautifying the public realm of the nation's capital.

Development of Workplaces with Communities

Policies

Security

Policy for the Design and Review of Physical Perimeter Security Improvements
(adopted by the Commission on January 9, 2003)

1. Agencies requiring physical perimeter security improvements should design such improvements in accordance with guidance included in *The National Capital Urban Design and Security Plan*, as adopted by the Commission on October 3, 2002.
2. All perimeter security improvements that are intended to be in place for more than 60 days shall be submitted to NCPC for review and/or approval.
3. Where immediate security improvements are required to secure a building perimeter, agencies should utilize cost effective, temporary improvements.
4. The Commission delegates review and/or approval of temporary perimeter security measures to the Executive Director, and delegates authority to modify submission requirements as appropriate on an expedited basis.
5. Temporary perimeter security measures may be approved for no more than two years. These approvals will require the applicant to report back to the Commission at the mid-point of the approval period, with a proposed schedule for replacing the temporary measures with a permanent solution in accordance with guidance included in *The National Capital Urban Design and Security Plan*, as adopted by the Commission on October 3, 2002.
6. Consider the agency's specific mission and its security needs before acquiring sites.
7. Incorporate building hardening into new and existing construction to meet blast resistance requirements when it is important to maintain a building line that provides accessible ground floor uses that generate economically viable street-level activity.
8. When building new construction and when making improvements to existing buildings, integrate security threat counter measures, such as building hardening and blast-resistant glazing, into the physical design of the structure and the site to minimize the impact of perimeter building security on the public realm.
9. Coordinate the planning, design, and construction of building perimeter security for neighboring federal buildings that share frontage on a street.
10. Incorporate security needs into the design of buildings, streetscapes, and landscapes using urban design principles in a manner that:
 - Enhances and beautifies the public realm, resulting in coherent and welcoming streetscapes.
 - Does not excessively restrict or impede operational use of sidewalks or pedestrian, handicap, and vehicular mobility.
 - Does not impact the health of existing mature trees.

Development of Workplaces with Communities

Policies

Security

11. Design projects in a manner that does not impede commerce and economic vitality but balances the need for perimeter security with the need to enhance and maintain the viability of urban areas.
12. Design security barrier lines and elements that complement and enhance the character of the area in which they will be located and that respect the historic context of the area when applicable.
13. Discourage street closings to increase stand-off distances if the closings will affect vehicle mobility, evacuation routes, and emergency access.
14. Design security elements to respond to site-specific conditions, such as vehicle approach speed and angles, in order to minimize the size of security elements when possible.
15. Maintain security elements to preserve the capital investment and quality of the public realm. Security improvements in public areas such as sidewalks should be maintained in a consistent and uniform manner.
16. Design security barriers and checkpoints at vehicular entry points on federal installations to accommodate vehicular queuing on site and to avoid adverse effects on adjacent public roadway operations and safety.

For further information:

Department of Defense
www.defenselink.mil

Base Realignment and Closure (BRAC)
www.defenselink.mil/brac

Washington Headquarters Service
www.whs.pentagon.mil

Department of Energy
 Federal Energy Management Program
www.eere.energy.gov/femp

Environmental Protection Agency
www.epa.gov

General Services Administration
www.gsa.gov

National Institute of Building Sciences
www.nibs.org

Whole Building Design Guide
www.wbdg.org

Construction Criteria Base
www.ccb.org

.....ComprehensivePlan
for the National Capital

Foreign Missions and International Organizations

Element



Federal Elements

Foreign Missions and International Organizations

contents

59	Introduction
66	Policies
66	Chanceries
75	Ambassadors' Residences
76	International Organizations

.....ComprehensivePlan
for the National Capital

Introduction

Foreign Missions and International Organizations

It is the goal of the federal government to:

Plan a secure and welcoming environment for the location of diplomatic and international activities in Washington, D.C. in a manner that is appropriate to the status and dignity of these activities, while enhancing Washington's role as one of the great capitals of the world.



Chancery of Canada

Washington, D.C. is one of the world's most important diplomatic centers. There are 191 countries in the world, and the United States maintains diplomatic relations with 180 of them, and with many international organizations. One hundred sixty nine of those countries have foreign missions in Washington. These missions are vital to the United States government in assisting it to manage diplomatic relations with international institutions, organizations, and states. Foreign missions help promote peace and stability, and bring nations together to address global challenges.

The Foreign Missions and International Organizations Element of the Comprehensive Plan provides a policy framework for the U.S. to fulfill its international obligation to assist foreign governments and international organizations in obtaining suitable locations for their diplomatic missions. This in turn ensures efficient functioning of diplomatic and international activities. The element also includes policies to ensure that foreign missions acknowledge the prestigious nature of the diplomatic mission, contribute to the beauty of the city, and reinforce the unique characteristics of Washington's neighborhoods.

An important component in the accommodation of foreign missions in the nation's capital is the treaty obligations of the United States. The Vienna Convention on Diplomatic Relations obligates the U.S. government to assist foreign governments in obtaining suitable facilities for diplomatic missions. The Convention states that the host country can either "facilitate the acquisition on its territory...by the sending State of premises necessary for its mission" or assist in "obtaining accommodations in some other way."

The Foreign Missions Act of 1982 reaffirms the federal government's jurisdiction over the operation of foreign missions and international organizations in the United States. It enunciates the policy to support and facilitate the secure and efficient operation of U.S. missions abroad and of foreign missions and international organizations in the United States.

To ensure reciprocal accommodations in foreign countries, the Act established the Office of Foreign Missions within the Department of State to review and control the operations of foreign missions in the United States. It empowers the Secretary of State to set forth the mechanism and criteria relating to the location of foreign missions in the District of Columbia.

Foreign missions occupy buildings of all sizes, shapes, and ages. Some are housed in former residential row houses or mansions, while many are in custom-designed buildings. Others lease space in commercial office buildings. The facilities that house diplomatic functions—office space where the diplomatic mission is conducted, and the residence of the ambassador—are commonly referred to as embassies. To differentiate the functions that typically occur in these facilities, however, different designations have been given to different types of buildings: chanceries, chancery annexes, and ambassadors' residences. The *chancery* is the principal office of a foreign mission used for diplomatic purposes. A *chancery annex* is used for diplomatic purposes in support of the mission, such as cultural or military attachés, or consular operations. *Chanceries* and *chancery annexes* are the same in this element when considering the accommodation of foreign missions in the District of Columbia. An *ambassador's residence* is the official home of the ambassador or the chief of mission. Many foreign missions in Washington occupy chanceries, chancery annexes, and ambassadors' residences in more than one location. Collectively and individually, these buildings contribute to the vibrancy and diversity of Washington's neighborhoods and add significantly to the visual interest and character of the city.



Chanceries are accommodated in a variety of building types and on different lot sizes.



(clockwise from upper left) Chanceries of Sweden, France, the Philippines, and Mexico

The Economic and Fiscal Impact of Foreign Missions on the Nation's Capital

The 169 foreign missions in the District of Columbia represent the world's major countries, and with few exceptions are those countries' largest missions. Even though foreign missions by themselves are not major generators of economic activity, they have an economic force far exceeding their measurable benefits. In addition to their direct and indirect spending, they represent a critical component of the international business industry, which annually totals an estimated \$10.4 billion in direct spending in the District of Columbia. The continued growth and vitality of the city's international business industry is closely tied to maintaining its dominant position as the power center among world capitals, generating country-to-country business opportunities, and attracting visitors seeking individual or multiple-country meetings.

- Foreign missions employ nearly 10,000 workers in the District of Columbia, with an annual payroll close to \$300 million.
- Consumer spending by foreign mission employees is estimated to total over \$32 million annually.
- Non-payroll spending by foreign missions is estimated at over \$258 million annually.
- Foreign missions attract a large volume of day visitors and business visitors staying overnight, spending over \$183 million annually on lodging, food, and shopping.
- The District collects almost \$24 million annually from taxes generated by the office space and homes leased in the city by foreign missions and their employees, respectively.

Source: *The Economic and Fiscal Impact of Foreign Missions on the Nation's Capital*, prepared for NCPC by Stephen S. Fuller, George Mason University, 2002.

Some countries maintain limited diplomatic establishments in Washington, with only the minimal staff needed to maintain diplomatic relations. Others have quite extensive activities, and employ hundreds of people to work in specialized offices with particular functions. For example, several foreign missions maintain trade offices to encourage the import and export of goods to and from their countries, and many missions have offices for military liaisons to the U.S. Department of Defense. In total, the diplomatic and international community in Washington employs almost 10,000 people, and is a formidable economic force in the District of Columbia.

In recent decades the nature of international diplomacy has shifted. In addition to political relationships, economic and cultural relationships have taken on added significance. This expansion of diplomatic functions has resulted in a commensurate shift in foreign mission facilities, with buildings increasingly used to signify the importance the country places in its relations with its host and to project a positive image.

In addition to their traditional function as places of negotiation, chanceries have become hybrid facilities that act as communication vehicles for their countries. Increasingly, foreign missions use their chancery facilities as event spaces to foster intergovernmental relations at the political, economic, and cultural level. Using the power of architecture to convey a message in a way that spoken and written words cannot, many foreign missions now host cultural events such as art exhibits, concerts, and films, or sponsor special events to increase awareness of their country and promote trade and tourism. These new programs often result in the need for larger buildings, specialized space, and increased parking requirements. In addition, increased security requirements have become a consideration in chancery development.



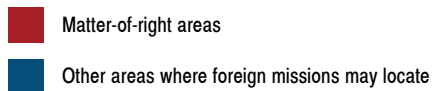
Chancery of Italy

Foreign Missions Since 1983

In 1983, when the Foreign Missions and International Organizations Element of the Comprehensive Plan was last updated, there were 133 foreign missions in Washington, D.C. In the past 20 years the number of missions has increased by 27 percent, to 169, an average of almost two new missions each year. However, the rate at which new foreign missions have established offices in Washington has not increased evenly over the years. For example, Washington became host to several new foreign missions after the dissolution of the former Soviet Union and the fall of the Iron Curtain. The remaining new foreign missions in Washington occurred as other countries established diplomatic ties with the U.S., or relocated their primary missions to Washington from New York.

In 1983 foreign missions occupied 375 separate facilities. Today, the 169 countries with foreign missions in Washington occupy 483 facilities, including chanceries, chancery annexes, and ambassadors' residences. While most chancery facilities are owned by the countries that occupy them, several missions lease space, typically floors or suites in office buildings and sometimes in small commercial buildings or freestanding structures. In 2002, 152 foreign missions owned the facilities in which their principal chanceries were located, while 17 missions occupied leased space.

Where Foreign Missions May Locate



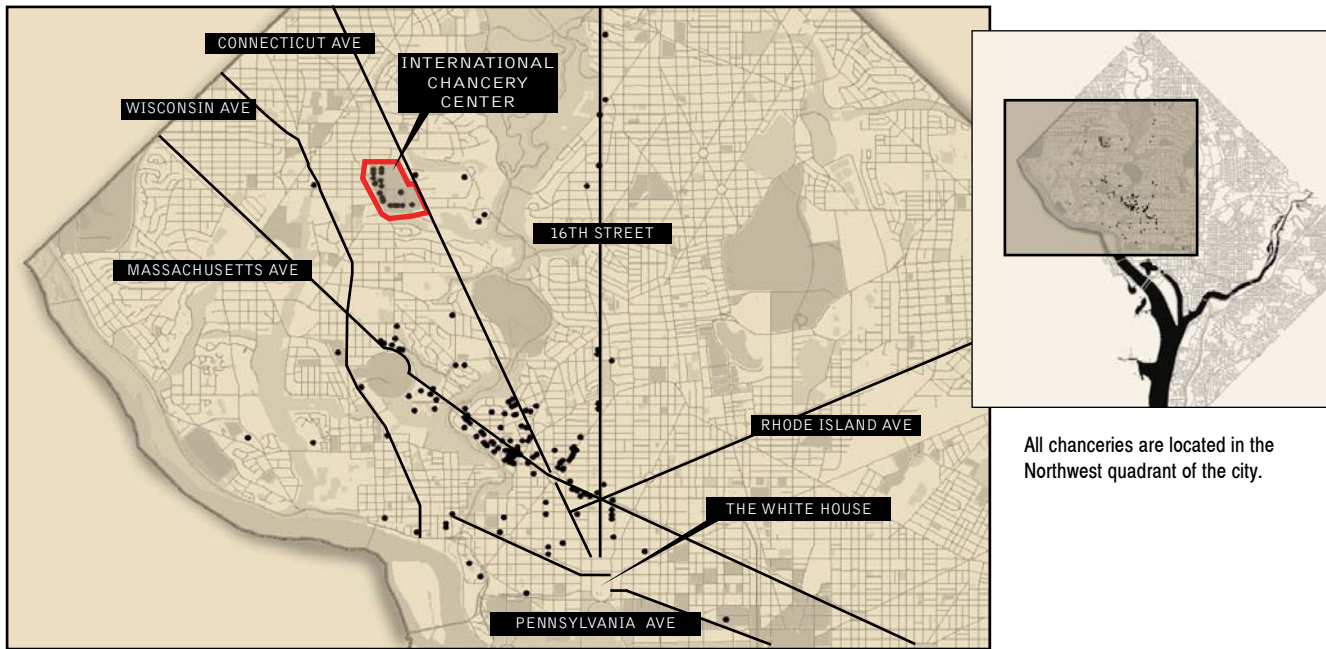
Where Foreign Missions May Locate

The Foreign Missions Act of 1982 established procedures and criteria governing the location, replacement, or expansion of chanceries in the District of Columbia. The Act identifies areas where foreign missions may locate without regulatory review, and those areas where foreign missions may locate subject to disapproval by the District of Columbia Foreign Missions Board of Zoning Adjustment.

The areas where foreign missions may locate without regulatory review are referred to as *matter-of-right*. A foreign mission may locate a chancery in a matter-of-right area without it being subject to review by the Foreign Missions Board of Zoning Adjustment. Matter-of-right areas are those areas in the District of Columbia zoned commercial, industrial, waterfront, or

mixed use. These areas are present in all quadrants of the city, with the single largest contiguous area emanating from the central business district. From this core, several matter-of-right areas extend outward along major avenues of the city. In addition, large matter-of-right areas are located south of the National Mall and east of the Anacostia River.

Other areas in the District where foreign missions may locate subject to disapproval by the Foreign Missions Board of Zoning Adjustment include areas zoned medium-high-density residential, high-density residential, special purpose, and diplomatic. Although also located in all quadrants of the District, these areas are primarily located in Northwest and Northeast Washington.



All chanceries are located in the Northwest quadrant of the city.

Where Foreign Missions Have Located

Currently, all chanceries in Washington, D.C. are located in the Northwest quadrant of the District, with the majority located in the area bounded by 16th Street on the east and Wisconsin Avenue on the west. Within that area, the Sheridan Kalorama neighborhood is home to more chanceries than any other neighborhood in the city, and the adjacent Dupont Circle neighborhood contains the second greatest number.

In 1968 the International Center Act established a 47-acre enclave known as the International Chancery Center, where foreign missions lease land from the U.S. government. This enclave provides low-cost federal land that has allowed foreign missions to avoid protracted negotiations and regulatory review sometimes encountered when they initially locate, relocate, or expand their facilities on private land in the District of Columbia.

There were originally 23 parcels and a large lot for an international organization when land first became available for foreign mission use at the International Chancery Center. Since then, several lots have been combined, and all the lots have been leased. Sixteen chanceries have been constructed, and the center will contain 18 missions when the final two chanceries are completed. In addition, the Department of State has a federal office building on one of the lots to provide services to the diplomatic community.

Location Decisions

The Northwest quadrant of the city has attracted foreign missions due to historic development patterns, availability of buildings and land, proximity to government offices and other chanceries, and Comprehensive Plan policies that encouraged chanceries to locate in Northwest D.C.

Historic Patterns. The historic pattern of foreign missions locating in the Northwest quadrant of the city came early in the diplomatic history of Washington. The first foreign missions in the city were near the White House, and as outlying areas of the city became fashionable—and increasingly urbanized—foreign missions followed. The first concentration of foreign missions in Washington occurred in the vicinity of Meridian Hill Park, and by the 1920s 16th Street was referred to as Embassy Row. However, during the depression years many of the grand homes in the area northwest of Dupont Circle became vacant and were bought by foreign missions that wanted to establish their presence in a stylish neighborhood. By the end of the 1930s Massachusetts Avenue from Scott Circle to Wisconsin Avenue had become the new Embassy Row. As the United States became an international power and Washington became an increasingly important diplomatic center, more and more foreign missions clustered around this area, and its desirability continues to this day.

Available Buildings. As large private homes became available throughout the 20th century, many foreign missions purchased and occupied them. When these foreign missions later moved into larger facilities, new missions establishing or increasing their diplomatic presence often moved into these former residences.

Available Land. Although recent chancery construction has dispersed to areas such as the Pennsylvania Avenue corridor and Georgetown, for many years the availability of large lots along the Massachusetts Avenue corridor has allowed the construction of new chancery facilities that accommodate a variety of functions and uses. This has contributed to the evolution of adjacent residential neighborhoods into mixed-use areas.

Proximity to Government Offices and Other Chanceries. As increasing numbers of foreign missions clustered in one quadrant of the city, the desirability of locating chanceries near or in the cluster increased. The character of the neighborhood and the prestige of the nearby foreign missions added to the desire to locate in these areas. In addition, foreign missions in the Northwest quadrant of the city often located in proximity to the Department of State, with easy access to other government functions located around the monumental core.

Former Comprehensive Plan Policies. The Foreign Missions and International Organizations Element of the Comprehensive Plan adopted in 1983 encouraged foreign missions to locate or retain their chancery facilities in Northwest Washington. While acknowledging that foreign missions could locate in matter-of-right and other areas of the city, the adopted policies sought to protect the unique character created by the concentration of chanceries in Northwest. Other policies encouraged foreign missions to locate chanceries on Pennsylvania Avenue, NW in order to promote the redevelopment of downtown, and to locate in the International Chancery Center. Collectively, these policies continued the historic pattern of chancery development in Northwest Washington, D.C.

Future Demand

The greatest demand for new chancery facilities will likely be from existing foreign missions that expand as they increase their presence and the services they perform. In addition, several countries that do not currently have diplomatic relations with the U.S. can be expected to establish missions in Washington. A few small countries that house their primary diplomatic missions to the U.S. in New York may also choose to open chanceries in the capital. And, as new countries are created over time, it is likely that they too may establish diplomatic relations with the U.S.

Trends of the past 20 years suggest that locations for as many as 100 new and relocated chanceries may have to be found in the next 25 years. This could require the identification of four to five chancery sites per year. Forty-eight foreign missions relocated within the nation's capital in the last 20 years, and if this trend continues, some 60 foreign missions will relocate by 2030. In addition, approximately 40 new foreign missions could locate new chanceries in the District. Not all of these foreign missions will require new sites—some will buy or lease existing foreign mission facilities, while others may buy or lease other existing buildings. However, the recent trend has been toward new construction of larger facilities on large lots, both on privately owned land and in the International Chancery Center. As a result, there may be a requirement to identify a significant number of buildings and sites for these future chanceries.



Chancery of Germany



Chanceries on 16th Street in Northwest Washington, D.C.

Future Building Requirements

In recent years, over two dozen foreign countries have built new chancery facilities. Ten large, distinctive facilities have been built on prominent, busy streets. Most of these chanceries are stand-alone, multi-use buildings that have underground garage parking and increasingly sophisticated security.

In addition to prominent new construction, three other patterns of chancery development have emerged. Several countries have rehabilitated prestigious historic structures, others have moved into chancery buildings vacated as other countries have moved out, and several have leased space in commercial office buildings.

Based on chancery development over the past 20 years, most foreign missions occupying new buildings in the future will likely choose one of the following types of structures for their chancery facilities: townhouse-type, attached structures; mid-rise or high-rise buildings adjacent to other structures; and detached, stand-alone buildings.

Future Land Requirements

Lot sizes will differ with each variation of the projected building types, but it is anticipated that the pace at which larger lot sizes are required may increase in the future. Larger chanceries that house a multitude of functions, increased parking requirements for employees, visitors, and guests attending special events, and increased security requirements that necessitate larger building setbacks will increasingly dominate land requirements and require larger parcels. The availability of sites that meet the needs of foreign missions within traditional diplomatic areas is increasingly limited, and the International Chancery Center has no available sites for chancery development. Therefore, additional development opportunities in areas zoned for chancery use may be required for the future location of chanceries within the nation's capital, and it may be necessary for foreign missions to look beyond traditional diplomatic enclaves. In addition, it may be necessary to establish new foreign missions center development areas.

Policies

Chancery Development

Several emerging planning challenges have engaged representatives of foreign missions, citizens, and federal and local government officials in discussions regarding future chancery development areas. Among these challenges is the need to ensure that adequate areas are available in the District of Columbia for chancery development, and that future chancery development is compatible with adjacent neighborhood uses.

As the seat of our nation's government and as an important diplomatic center, Washington, D.C. should provide future development opportunities for new chanceries so that foreign missions will not have to relocate outside the boundaries of the nation's capital.

This commitment to providing space for foreign missions presents the dual challenge of identifying areas that are appropriate for chancery development and finding locations that are available in both the short- and long-term future.

These areas must meet the criteria of foreign missions and the planning objectives of the federal and local government. One of these criteria is to balance the operational needs of foreign missions against revitalization and economic development goals of federal and local planners. It is equally important that future chancery development occurs in neighborhoods where chancery functions are compatible with adjacent land uses, and where foreign missions can contribute to the vibrant life of the nation's capital.

Chancery Development *Policies*

The federal government should:

1. Encourage all foreign missions to locate chanceries, combined chancery/ambassadors' residences, and chancery annexes in owned or leased facilities in the District of Columbia as the established seat of the federal government.
2. Identify areas appropriate for the future location of foreign missions in the nation's capital.

Foreign missions are encouraged to:

1. Site chanceries so that they satisfy their operational requirements as well as applicable requirements of the Department of State to further the efficient conduct of relations between the United States and other nations.
2. Site chanceries so that they add visual interest and character, contribute to cultural life, and promote diverse and lively communities.

Locating Chanceries

Define a New Diplomatic District

As the number of foreign missions in Washington increased throughout the twentieth century, different regulatory mechanisms were enacted to guide chancery location decisions. Over time, however, the function of foreign missions diversified, and social and technological advancements created land-use controversies in some of the residential neighborhoods in which chanceries are located.

As a result of the analysis accomplished in support of the Foreign Missions Act of 1982, a methodology was developed in 1983 to determine the most appropriate areas for foreign missions to locate, subject to disapproval by the Foreign Missions Board of Zoning Adjustment. The 1983 methodology allows foreign missions to locate in low- and medium-density residential city blocks, or “squares” in which one third or more of the area is used for office, commercial, or other non-residential uses. However, in some cases, a consequence of the “square-by-square” determination has been an unanticipated increase in the number of chanceries on certain squares.

To help address the concerns that have resulted from the 1983 methodology and adopted zoning regulations, the *Foreign Missions in the District of Columbia—Future Location Analysis* examined existing neighborhood compatibility, analyzed the availability of suitable chancery locations, and determined if adjustments or revisions to the zoned diplomatic district are necessary. The study suggests several steps to provide an alternative to the diplomatic district with a goal of providing greater clarity and more predictability for decision makers in the chancery siting process.

- Identify additional areas where foreign missions may locate without review by the Foreign Missions Board of Zoning Adjustment.
- Develop a new methodology to determine appropriate additional chancery development areas.
- Revise the mapped diplomatic areas, reflecting additional areas where foreign missions may locate.

The National Capital Planning Commission is now working jointly with the U.S. Department of State and the District of Columbia government to ensure that zoning regulations and maps reflect areas identified as appropriate for accommodating foreign missions now and in the future.

Foreign Missions in the District of Columbia—Future Location Analysis

The 2003 National Capital Planning Commission’s *Foreign Missions in the District of Columbia—Future Location Analysis* identified potential areas in the District where future chancery development could fulfill the needs of foreign missions while advancing federal and District planning objectives. This study also advanced the themes and policies of the *Legacy Plan* that encourage foreign missions and international organizations to contribute to the city’s revitalization.

The Future Location Analysis evaluated existing and potential areas appropriate for the location of foreign missions facilities in all quadrants of the city. Future potential chancery development areas were identified by mapping various criteria, including locations where chanceries are allowed to locate under the Foreign Missions Act of 1982, existing and proposed land uses, ease of access, development opportunities, and compliance with federal and District planning initiatives.

In addition to identifying opportunity areas for future chancery development, the study also made the following recommendations:

- The National Capital Planning Commission, in collaboration with the U.S. Department of State and the District of Columbia government, should undertake a feasibility study for a new foreign missions center.
- District of Columbia zoning regulations could be revised to redefine a diplomatic district in a way that creates more opportunities for foreign missions to locate in the nation’s capital, while discouraging additional chanceries in low-density residential neighborhoods. These revisions would require the collaboration of the National Capital Planning Commission, the U.S. Department of State, the District of Columbia Zoning Commission, and the District of Columbia government.
- The District of Columbia government should identify and evaluate additional areas where foreign missions could locate chanceries without review by the Foreign Missions Board of Zoning Adjustment.

Promote New Chancery Development Areas

The Future Location Analysis also recommended several areas in the District of Columbia that could accommodate future chancery development. Available both now and under longer-term redevelopment scenarios, these areas have land uses compatible with chancery development, adequate land for a variety of chancery sizes, and potential redevelopment and reuse opportunities. These areas offer prominent sites that can accommodate the prestigious nature of the diplomatic mission, and meet the planning objectives of the local and federal government. These areas are easily accessible by multiple modes of transportation, often promote historic preservation and adaptive reuse, and can strengthen the image and character of the capital. In some areas, promoting chancery development encourages foreign missions to locate in areas of the District that have not traditionally been considered for this type of activity. In other areas, chancery use may already be present, and the further development of chanceries can strengthen neighborhood redevelopment goals.

Neighborhoods that offer significant opportunities for individual chancery development include established development areas along the 16th Street corridor, and the South Capitol Street corridor, including some Anacostia waterfront redevelopment areas.

16th Street Corridor. Characterized by its mix of housing alternatives and commercial and retail businesses, public transportation access, and close proximity to downtown and existing foreign missions, the 16th Street corridor through the Columbia Heights, Adams Morgan, and Mt. Pleasant neighborhoods offer opportunities now for infill development, adaptive reuse, and large lot development for the location of new chanceries. Although these areas have suffered from a period of economic decline, foreign missions have long maintained a presence in these neighborhoods. This is a positive indicator that this corridor has the potential to resurge as a diplomatic center, while maintaining compatibility with the mix of neighborhood land uses. Future chancery development in the corridor could enhance the ongoing economic redevelopment of the neighborhoods. Development parcels in a variety of sizes are available that meet foreign mission criteria, and prominent L'Enfant street both promote the dignity of the diplomatic mission and reinforce local and federal planning objectives.

Vacant former Italian Chancery on 16th Street



South Capitol Street Corridor. The South Capitol Street corridor, the adjacent Southeast Federal Center, and portions of the Anacostia River waterfront have excellent potential for chancery development in the long term. Federal and local redevelopment plans provide a unique opportunity for development in these mixed-use areas. Land is available for new development and reuse opportunities with the potential for high visibility, prominence, and prestige. Several locations in the area offer exceptional development opportunities—Potomac Avenue and South Capitol Street near the Anacostia River, and New Jersey Avenue—and all of them offer the promise of mixed-use development that is compatible with chanceries.

Reservation 13. Proposed redevelopment plans for Reservation 13 offer some opportunities for the development of chanceries in a mixed-use development that will also include health care facilities, offices, residential areas, and recreational facilities. Individual redevelopment lots on the new extension of Massachusetts Avenue will provide prominent locations that meet foreign mission criteria and further local and federal planning initiatives.

Establish New Foreign Missions Centers

The anticipated demand for an average of four or five new chancery sites within the District of Columbia each year, the build-out of the existing International Chancery Center, and increasing private-sector land and development costs demonstrate the need to plan and establish one or more additional foreign missions centers to assist in the accommodation of new and expanding foreign missions. A high-density center with urban characteristics incorporating a combination of attached townhouse-type chanceries and mid- and high-rise structures could be developed at several scales: a large-scale center could accommodate several dozen chanceries in one location and accommodate several years of demand, while one or more smaller centers that could accommodate a lower number of chanceries would offer geographic dispersion and a shorter time horizon. Ideally, new foreign missions centers would be developed on land that is already owned by the federal government. However, foreign missions centers could also be built on privately owned land in new developments, similar to the new Swedish chancery on the Georgetown waterfront, which will lease space from a private owner.

Proposed Chancery Development Areas



Foreign missions can be expected to relocate their chanceries to a new foreign missions center for several reasons: incentives, such as lower land costs; a wide range of office space alternatives; office space that is appropriate for chancery use; increased security requirements; proximity to other chanceries; and amenities that serve the diplomatic community.

Incentives. At the existing International Chancery Center, foreign missions lease land at a favorable rate. The lease price for the land was determined by the size of the property and the commensurate cost of building the infrastructure necessary to support the facility. Although it is unlikely that the same low-cost lease rates could be offered in a new foreign missions center, it is anticipated that land acquisition costs would be more favorable than in the open market.

Office Space Alternatives. Several foreign missions currently occupy small buildings or office space in commercial buildings. Several foreign missions have moved from small facilities to larger facilities as their missions expand and the range of services they provide increases. The demand for varying space requirements over time would be met in a foreign missions center that contains a wide range of buildings available to foreign missions for shorter lease periods than is currently available.

Appropriate Office Space. Chancery office space in a center can also fulfill the unique requirements of the diplomatic community without the need for expensive renovation, and without negatively affecting the character of the neighborhood. This might mean the construction of facilities with increased security and privacy requirements, or parking requirements appropriate to the vehicular traffic a foreign mission may be expected to generate.

Security. It may be easier to control access and provide increased security to chanceries located in a foreign missions center. In addition, facilities built exclusively for chancery use can be built to accommodate increased security standards.

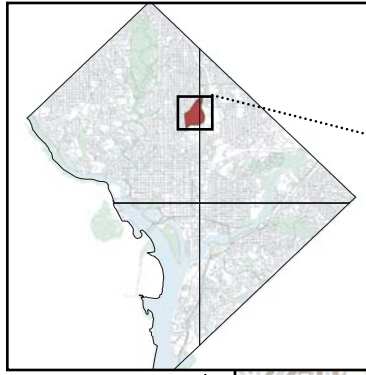
Proximity. As was demonstrated by the success of the International Chancery Center, proximity to other foreign missions may create greater demand to relocate, and add to the prestige of a foreign missions center address.

Amenities. A large concentration of chanceries is likely to require amenities necessary to support the diplomatic community, such as restaurants, housing, retail, and back-office functions. As a foreign missions center is developed these amenities are likely to locate in the vicinity.

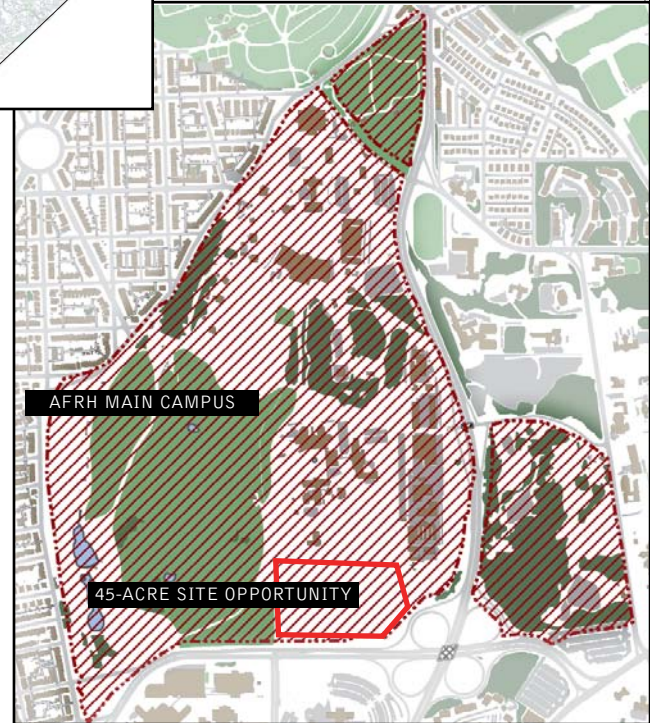
Potential Development Areas

In the foreseeable future the prime development area for a large-scale foreign missions center is the Armed Forces Retirement Home. Small-scale foreign missions center development sites include the South Capitol Street corridor and the Anacostia River waterfront redevelopment areas. Both of these areas could accommodate centers developed by the government or by public-private partnerships.

South Capitol Street Corridor. In addition to the potential for individual chancery development, the South Capitol Street corridor and the Anacostia River waterfront have adequate development opportunities for a foreign missions center. A foreign missions center in this location could range from a small center accommodating three or four chanceries to a larger center with a dozen or more chanceries. Private site development opportunities offer significant potential for the development of small foreign missions centers on vacant and underutilized properties in these areas and along the proposed extension of Massachusetts Avenue to the Anacostia River.



Armed Forces Retirement Home. The Armed Forces Retirement Home (AFRH) is a campus-like facility that includes housing and amenities for military veterans. To achieve the primary goal of providing resident services, the AFRH is pursuing revenue-generating development to enhance its long-term financial viability. Twenty acres of undeveloped land in the southeastern corner of the main campus are currently proposed for new development. An additional adjacent 25 to 30 acres are available for mixed-use development and would exceed the requirements for a future foreign missions center. This would meet the financial goals prescribed by the AFRH and could be implemented in the near to mid-range future.



The Armed Forces Retirement Home in Northwest Washington plans to lease some of its land for development.

Locating Chanceries

Policies

The federal government is encouraged to:

1. Give priority consideration for the location of a new foreign missions center at the Armed Forces Retirement Home.
2. Give priority consideration for the location of a new foreign missions center in the South Capitol Street corridor.

Foreign missions are encouraged to:

1. Locate chanceries within the diplomatic districts of the 16th Street corridor and the adjacent Columbia Heights, Adams Morgan, and Mt. Pleasant neighborhoods.
2. Locate chanceries within the diplomatic districts of the South Capitol Street corridor and adjacent Anacostia waterfront development areas in the Southwest and Southeast quadrants of the District.

Chancery Siting

Foreign missions in the nation's capital make their chancery siting decisions for a variety of reasons, including proximity to other foreign missions and government offices, neighborhood character, access, cost, and security requirements. Federal and local planners in Washington have the unique responsibility of balancing the needs of foreign missions with the responsibility of orderly growth and development of the community. Consistency with federal and District planning initiatives and compliance with federal and local plans and regulations are primary criteria guiding planners' decisions. Some of these criteria include historic preservation and revitalization goals that must be balanced against the needs of the foreign missions. Other criteria include transportation goals, historic

preservation guidelines, and the desire to protect the unique character of the city established by the 1791 L'Enfant Plan. Together, these criteria form a complementary set of guiding principles from which the most desirable locations can be recommended for future chancery development.

The following policies provide general guidance in response to the identified needs of foreign missions and ensure foreign missions locate chanceries in a way that enhances the unique qualities of the nation's capital. When new chanceries are built or foreign missions relocate to other facilities, these policies should be applied to ensure that chancery development is compatible with the neighborhood and that the integrity of residential neighborhoods is maintained.

Chancery Siting *Policies*

Land Use and Zoning

Foreign missions are encouraged to:

1. Locate their chancery facilities in areas where adjacent existing and proposed land use is compatible (e.g., office, commercial, and mixed use), giving special care to protecting residential areas.
2. Ensure that chancery locations are compatible with existing or proposed zoning, giving special care to protecting the integrity of residential areas.

Chancery Siting

Policies

Urban Design

Foreign missions are encouraged to:

1. Protect the historic open space system of the L'Enfant Plan, and develop structures and landscaping that enhance and preserve its historic qualities.
2. Preserve and enhance the urban spaces, circles, squares, and plazas generated by the L'Enfant Plan and the unique views and vistas of the nation's capital.
3. Protect the historic legacy of Washington, D.C. by ensuring that buildings and landscapes are consistent with the grandeur of a great world capital.
4. Construct chanceries to complement or reflect neighboring buildings and settings and ensure that the height, size, and spatial orientation of chanceries are consistent with the character of the neighborhood.
5. Construct buildings and landscapes that demonstrate an appreciation of the architectural style and landscape of the surrounding environs while representing the finest architectural thought of the corresponding nation.

Historic Preservation

Foreign missions are encouraged to:

1. Protect the integrity of historic districts and historic structures when locating chanceries in them.
2. Ensure that chanceries in historic districts are sensitive to the character of the district.
3. Protect and enhance historic landscapes by ensuring that development adjacent to such landscapes promotes their protection and integrity.
4. Preserve and maintain the features and character of historic properties.

Chancery Siting

Policies

Access

Foreign missions are encouraged to:

1. Locate chanceries such that access is possible by different transportation modes, including walking, public transportation, and automobile.
2. Consider urban design qualities, neighborhood characteristics, and traffic capacity in the configuration of vehicular access.
3. Provide pedestrian access and offer safe, clean, and pleasant environments for pedestrians that include sidewalks and other amenities.
4. Provide adequate off-street parking that accommodates employees, visitors, and special event participants.

Open Space and Parkland

Foreign missions are encouraged to:

1. Preserve existing open space and parkland.
2. Enhance and make accessible open space or parkland, including waterfront locations, when chanceries are located adjacent to it.
3. Construct landscapes that promote a beautiful and healthy environment by preserving the tree canopy and avoiding the destruction of mature trees.



Residence of the Ambassador of France

Policies

Ambassadors' Residences

As the number of foreign missions in Washington, D.C. has increased, so has the number of ambassadors' residences. Since 1983, 20 new ambassadors' residences were established, increasing the total official residences in the region from 145 to 165. Like most chancery facilities, most ambassadors' residences are under the ownership of the country that occupies them. One hundred twenty of the residences are in the District of Columbia, 35 are in the Maryland suburbs, and 10 are in the Northern Virginia suburbs immediately outside the District.

Over the next 20 years, the number of new ambassadors' residences established in the National Capital Region is expected to be the same as the number of foreign countries that establish new foreign missions. While the majority of residences are expected to locate in the District of Columbia, some are expected to locate in the Maryland and Virginia suburbs of Washington.

In the District of Columbia, zoning regulations are applied to ambassadors' residences just as they are to other residences. Therefore, ambassadors' residences are permitted to locate in all areas of the District of Columbia except areas zoned industrial.

Ambassadors' Residences

Policies

Foreign missions are encouraged to:

1. Locate ambassadors' residences, as the official home of the ambassadors or heads of foreign missions, in the District of Columbia as the established seat of the federal government.
2. Locate ambassadors' residences in all areas where residential uses are permitted within the District of Columbia, in all quadrants of the city.

The Secretary of State is encouraged to:

1. Ensure that ambassadors' residences are used and maintained in accordance with the procedures established in the Vienna Convention on Diplomatic Relations and other laws and agreements.

Policies

International Organizations



The Organization of American States

International organizations perform a wide range of functions and activities in the National Capital Region. In 1983 there were 23 international organizations located in the region; in 2002 there were 28. Most international organizations are located in the downtown office district, particularly in the area west of the White House. Proximity to the State Department, the Treasury Department, and other international activities has been a key factor in the site selection of international organizations. Since 1983 there has also been a significant increase in the number of employees, from 11,430 to 20,077 in 2002.

Most international organizations prefer high-density office and mixed-use areas that are convenient to federal offices and other organizations and foreign missions with which they interact. The majority of the organizations occupy leased office space. While national symbolism is not a factor for international

organizations, the location and design of international organizations' facilities can increase public awareness of the organization. Additionally, international organizations can contribute to the visual appearance of the nation's capital by maintaining and restoring historic structures and locating on the historic street network of the L'Enfant Plan.

Under the Foreign Missions Act, the Secretary of State may extend the relevant provisions of the Act to an international organization. In that event, the references to chanceries in the preceding policies would also apply to the offices of that international organization. When subject to the Act, international organizations are permitted to locate in areas zoned waterfront, mixed use, and commercial. When not subject to the Act, international organizations are regarded as offices.

International Organizations

Policies

International organizations in the National Capital Region are encouraged to:

1. Locate their principal offices in the District of Columbia, as the established seat of the federal government.
2. Locate in a manner that permits the activities they house to function efficiently and to be compatible with the land uses surrounding them.

.....ComprehensivePlan
for the National Capital

Transportation

Element

.....ComprehensivePlan
for the National Capital



Federal Elements

Transportation

contents

79	Introduction
80	Policies
80	Commuter Rail, Rail Transit, and Bus Transit
82	Parking
83	Parking Ratios
87	Transportation Management Plans (TMPs)
88	Transportation Demand Management
89	Shuttles and Circulators
91	Bicycle Facilities
94	Other Infrastructure and Transportation Services
95	Investment Priorities

.....ComprehensivePlan
for the National Capital

Introduction

Transportation

It is the goal of the federal government to:

Develop and maintain a multi-modal regional transportation system that meets the travel needs of residents, workers, and visitors, while improving regional mobility and air quality through expanded transportation alternatives and transit-oriented development.

The federal government's ability to get its employees to and from the workplace in an efficient and stress-free manner impacts the general productivity of its workforce and its ability to attract and retain quality personnel.

According to the Texas Transportation Institute, the National Capital Region is the second most congested region in the nation, following Los Angeles. Over the next 25 years, the number of vehicle miles traveled—a common measure of driving distances—is expected to increase by 46 percent. Metrorail trains are operating well above design limits, handling crush loads during rush hour; and Maryland Rail Commuter Service and Virginia Railway Express commuter railroads are standing room only. Around the region, transportation infrastructure is struggling to keep pace with a growing demand. As greater numbers of people move to the region each year, their settlement patterns and transportation choices impact the available capacities of existing transportation systems, as well as the decision-making process for investments in new transportation systems. Transportation system investments and regional growth patterns are interconnected, and the decisions we make in each of these policy areas affect others, as well as the quality of life for residents in the region. Transportation systems have a direct impact on regional land use decisions, which in turn impact transportation demand.

The federal government provided more than \$72 million in transit, commuter rail, and vanpool subsidies for federal employees in 2001.

As the region's largest employer, the federal government will make a significant contribution to regional solutions by encouraging alternative commuting modes for its employees. Federal policies supporting transit use, ridesharing, telecommuting, and other alternative commute modes provide a range of options that compare favorably against the region's congested roadways. These options are increasingly seen as a benefit of working for the federal government. The Comprehensive Plan focuses on working with regional entities in developing solutions that offer greater transportation system efficiencies and a wider range of transportation choices that will result in improved access and mobility for federal and non-federal employees alike.

The Transportation Element of the Comprehensive Plan is built upon the principles of Transit-Oriented Development and Smart Growth. In conjunction with the location and design policies of the Federal Workplace Element, the Transportation Element focuses on maximizing federal employees' and facilities' access to the region's extensive transit system. By limiting parking at federal facilities within easy reach of the Metrorail system and supporting transit incentive programs, the Transportation Element provides both an incentive and a rational approach to shifting drivers to transit. Policies within the element also support bicycle commuting, reward ridesharing, and bolster transit use by encouraging new transit services and enhanced pedestrian environments on federal campuses. These policies are designed to work with regional Transit-Oriented Development strategies to provide an expanded range of housing, shopping, and recreation opportunities near transit.



The federal government employs approximately 370,000 people in the National Capital Region. As the region's largest employer, the federal government has a strong interest in improving the quality of transportation services and infrastructure. As such, the federal government is in a unique position to provide leadership in transportation decisions that can accommodate the travel needs of its workforce while simultaneously setting the standard for the region as a whole. This dual role will foster the development of the transportation infrastructure required by the federal government while contributing to overall infrastructure solutions and beneficial development patterns in the region.

The federal government continues to take an active leadership role in the transportation arena. Through its mandatory regional transit subsidy program, the federal government provided more than \$72 million in transit subsidies for federal employees in 2001. This program has been a huge success. The Metro system carried a record number of rail and bus passengers in 2001—more than a million every day—and 42 percent of rush hour commuters on Metrorail were federal government employees, according to Washington Metropolitan Area Transit Authority (WMATA) surveys. Given that federal employees make up 14 percent of the regional workforce, this is an impressive success story.

The federal government's alternative work schedules have long contributed to commuter flexibility, and new federal policies prescribe the maximum number of parking spaces that federal agencies may provide. These policies are unique in the region and recognize

**Approximately
175,000 federal
employees received
metro checks in 2002.**

that the provision of parking spaces at the workplace is perhaps the most important factor in the employee's selection of travel mode.

The federal government is already a recognized leader in addressing the region's transportation challenges, but these challenges are great and require a more coordinated approach to raise the overall level of success. Achieving a balanced set of regional solutions requires an approach that recognizes the reciprocal relationship between providing incentives and options and minimizing disincentives; rewards choices that benefit the region; and prioritizes investments in transportation infrastructure. The policies contained herein are designed to achieve such a coordinated approach.

Policies

Commuter Rail, Rail Transit, and Bus Transit

Capacity and connectivity. Congestion management and improved air quality. Balanced land use and smart growth. Transport options beyond the private automobile. These regional goals are best served by providing and funding a variety of transit options, with an emphasis on a finely grained network of overlapping and complementary transport services. Federal workers and visitors in the region should be able to meet many of their travel needs by some form of transit. From long distance travel to commuting to meeting daily shopping needs, transit

should play a viable role. Only by providing a full range of transit services can the region hope to balance the use of transit with that of the private automobile. Given the significant number of households and employees in the region that are associated with the federal government, federal policies can and should play a direct and effective role in the development of such an extensive transit network. The existing transit system is struggling to meet a growing demand. Metrobus service should be more frequent and routes need to be updated. Portions of the Metrorail system are operating beyond

capacity. New investment in buses, rail cars, operation and maintenance facilities, and personnel are needed to accommodate the region's growing number of transit riders. While transit will not solve all of the region's transportation problems, and cars and roadways will continue to play an important role, a stronger focus on transit will be necessary to address the transportation demands of our growing region. The number of transit riders continues to grow as regional planners work to shift additional drivers to transit modes in order to address escalating regional traffic congestion and declining regional air quality.

The Metrorail system carried a record number of riders in 2001—more than a million every day.

WMATA plans to purchase additional rail cars to assemble eight-car train sets. It also plans to build new lines and

construct underground pedestrian connections between stations to address the need for greater system capacity. WMATA will also purchase new alternative fuel buses to provide additional transit service while reducing adverse impacts on air quality. All of this new equipment and infrastructure will require greater levels of investment. The Metropolitan Washington Council of Governments (MWCOG) estimates that the region currently faces a \$532 million annual shortfall, more than 50 percent of anticipated transit funding levels, to meet regional transit system maintenance, rehabilitation, and expansion needs. Federal and local governments must continue to direct additional resources to transit modes in order to keep pace with the growing demand.

Commuter Rail, Rail Transit, and Bus Transit Policies

In order to create an integrated network of complementary transit services, the federal government should support:

1. Capacity and service expansion of the regional Metrorail and Metrobus systems, and other local and regional transit services.
2. Expanded levels of service for commuter rail between the District of Columbia and the states of Maryland and Virginia.
3. Increased utilization of passenger rail service, including conventional and magnetic levitation high-speed trains, in the northeast corridor of the United States to serve Union Station in the District of Columbia.
4. Exclusive transit rights-of-way to all regional airports with an emphasis on establishing opportunities for transit-oriented development near stations along these routes.
5. The design and implementation of new, expanded, and innovative transit services that supplement existing transit and fill unmet transit needs (e.g., Downtown Circulator, Busway, Bus Rapid Transit projects, light rail, trolley).
6. The efforts of local jurisdictions to plan, design, and construct light rail systems to supplement Metrorail.
7. The development of intermodal transit centers that provide greater transit access and improved interconnectivity for federal commuters.

Parking

Historically, federal parking policies and parking ratios have been based on a system of concentric rings emanating from the District of Columbia's Central Employment Area (CEA). The closer a federal facility was to the CEA, the lower the allowed ratio of parking spaces to employees. For instance, in the CEA, a federal agency was allowed one space for every five employees; while in the very outer suburbs, a federal agency was allowed a ratio as high as one space for every 1.5 employees. The basic rationale was sound; the further a federal agency was from the region's center, the less likely that federal employees would have a range of choices in travel mode for the commute. The region's outer suburbs tended to be, and still tend to be, more spread out with poorer transit access than downtown Washington, D.C. These parking policies, however, did not directly reflect a federal facility's proximity to a particular Metrorail station.

Federal parking policies are designated in response to regional congestion and air quality levels.

In this update to the Federal Elements of the Comprehensive Plan, federal parking policies and associated parking ratios have herein been adjusted to reflect the relationship between the location of federal workplaces relative to the Metrorail system, the backbone of the region's transit network. Furthermore, the Comprehensive Plan update takes into account the completion and expansion of the Metrorail system, as several new stations have opened in recent years. Additionally, regional air quality does not meet federally mandated levels and the number of congested lane-miles in the region has doubled since the Comprehensive Plan was last published. All of these factors have been considered in updating federal parking policies, and the results are reflected herein.

The development of the parking policies that follow was also highly influenced by the overall quality of

available transit services; the proximity and cost of commercial parking facilities; guidelines established by local zoning ordinances; and walking distances and conditions in the region's various cities and counties. Reasonable walking distance has been defined herein as 2,000 feet, or somewhere between a quarter mile and a half mile—about a 10-minute walk.¹ Parking ratios have been developed around this standard, which is in accord with standard industry planning practices.²

The point of all this is to address the very real regional issues of traffic congestion and poor air quality by maximizing the use of alternative modes to the private automobile. The federal government needs to conduct its business and to get its employees to work, and the significant regional challenges of traffic congestion and poor air quality pose a very real threat to accomplishing these goals. The federal government should actively manage its parking supply to provide parking spaces only to those employees who have no alternatives to driving alone—giving priority to carpools and vanpools—while accommodating visitors and the physically disabled. Providing incentives for employees to leave their cars at home is central to managing the parking supply.

In the development of federal parking ratios based on proximity to the Metrorail system, special consideration should be given to federal facilities near “end-of-line” stations, such as the Suitland Federal Center. These “end-of-line” stations and near “end-of-line” stations provide a somewhat lesser quality of transit service than those at the center of the system, given current commuting patterns. Many employees “commute in” to such federal facilities from areas that lie beyond the Metrorail system. As residential and employment patterns shift over time, federal employees may choose to live closer to the transit lines that serve their work places. In the mean time, every federal facility should be considered relative to its own unique situation, and parking ratios should be applied and enforced with thoughtful consideration.

1. Reasonable walking distance from Metro is herein defined as 2,000 feet, which falls between a quarter mile and a half mile, or approximately a 10-minute walk. This definition is based on commonly accepted planning principles and is supported by the zoning ordinances of Washington, D.C. regional jurisdictions. Distance is measured between the closest entrance to a Metrorail station and the closer of either the entrance to a federal building or the closest portion of the perimeter of a federal campus.
2. For federal facilities deemed to be within walking distance of Metrorail, the Commission will consider the position of the given Metrorail station within the context of the overall Metrorail system and utilize flexibility in enforcing compliance with prescribed parking ratios.

Parking Policies

The federal government should:

1. Provide parking only for those federal employees who are unable to use other travel modes.
2. Give priority to carpool and vanpool parking over that for single-occupant vehicles.
3. Provide parking for disabled persons in accordance with federal law.
4. Provide parking for official vehicles and visitors in accordance with Federal Property Management Regulations.
5. Place parking in structures, preferably below ground, in the interest of efficient land use and good urban design.
6. Position parking facilities so as not to obstruct pedestrian and bicycle access to buildings.
7. Consider nearby commercial parking space availability in calculating parking requirements, assuming that employees who choose to drive can purchase parking in nearby private facilities at market rates.

Parking Ratios

The parking ratios that follow are intended to be used as goals for federal agencies. Federal agency Transportation Management Plans (TMPs) should be developed around attaining these goals, although each federal facility's parking ratio will be evaluated independently and final determination will be based upon the circumstances specific to that facility's operational characteristics and location, including local area impacts. Detailed TMPs will be required to justify all proposed parking ratios. TMPs are required to include an analysis of impacts to surrounding local transportation facilities as a result of the anticipated vehicle or transit trips generated by employees.

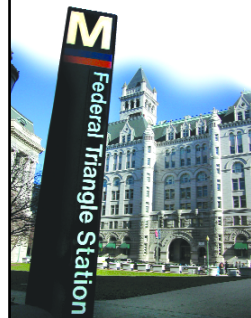
An available parking space at the work site is perhaps the most important factor in an employee's decision of commuting mode. It is in the best interest of the federal government to encourage employees to use transit, as well as carpools and vanpools, in order to reduce demand on the region's limited transportation infrastructure capacity. Money to increase transportation system capacity is scarce, and the current levels of traffic congestion and poor air quality—caused in large part by single-occupant commuter vehicles—degrade our employees' quality of life and impact the federal government's ability to conduct business in the region.

Parking ratios, the number of parking spaces available per employee population, have been divided into four categories depending on the urban character of each area as well as the availability of infrastructure that supports alternative commuting modes. Many factors have been taken into account in developing these ratios, which are outlined below. Note that these policies are designed around federal agencies with office functions, and that special consideration should be given to federal facilities with non-office functions such as laboratories and warehouses, and to those employing multiple shifts.

Previously approved parking ratios at federal facilities will be honored by the Commission until an updated master plan or major project is submitted for approval. Such master plans or projects will be evaluated against the new ratios and must be supported by revised Transportation Management Plans (TMPs).

Distances between federal facilities and Metrorail stations will be measured as follows:

- For an individual federal building: from the entrance of the Metro station to the entrance of the building.
- If a federal building is located within a federal campus or enclave: from the entrance of the Metro station to the closest portion of the perimeter of the federal campus or enclave.



Note: Federal agency shuttles should be used to transport employees around federal campuses.

Central Employment Area (CEA)

One parking space for every five employees (1:5)

The CEA is characterized by a high concentration of transit services, a walkable and lively street network, and a relative abundance of commercial parking. Within the CEA, the majority of federal facilities lie within a quarter mile (1,320 feet) of a Metrorail station, and are connected to the station by a network of comfortably walkable streets. Additionally, numerous Metrobus routes, express buses, commuter rail services, and private shuttles serve the CEA; and commercial parking facilities are more abundant in the CEA than in other parts of the region. Since the time that NCPC developed parking ratios for the previous edition of the Comprehensive Plan, WMATA has completed construction of the original Metrorail system, adding stations along all of its lines. For all of these reasons, the CEA can better support federal commuters using alternate transport modes, reducing the need for the federal government to provide parking spaces. Congestion levels in the CEA and poor air quality due to mobile emissions sources further support maintaining federal parking ratios in the CEA at 1:5.

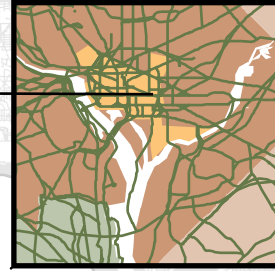
Historic District of Columbia Boundaries

One parking space for every four employees (1:4)

The Historic District of Columbia Boundary includes the entire District of Columbia outside of the CEA, all of Arlington County, and that portion of the city of Alexandria that lies within the original borders of the District of Columbia. This area is well served by transit, but federal facilities in these areas tend to be somewhat further from Metrorail stations than in the CEA (between a quarter mile and a half mile) due to increases in station spacing. Streets surrounding federal facilities are very walkable. The completion of the original Metrorail system and the significant amount of transit-oriented development in these areas both support higher transit use than in the past. Commercial parking is generally available. Some federal facilities, such as the Pentagon, have direct Metro access while others, such as the new location for the Patent and Trademark Office, are a 10-minute walk.

Central Employment Area

1:5



Suburban areas within 2,000 feet of Metrorail

1:3

Historic District of Columbia Boundaries

1:4

Suburban areas within 2,000 feet of Metrorail
One parking space for every three employees (1:3)

Because suburban areas in the region tend to be less well served by transit at the home side of trips, commuters must often park and ride to utilize Metrorail. Bus transit services in general are fewer and far between. Offices may be located near Metrorail, but ridership to these offices is expected to be lower than in more urban parts of the region. Walking conditions typically degrade with distance from Metrorail stations, and there are fewer commercial parking facilities than in the more urban parts of the region. Suburban areas within 2,000 feet of Metrorail are defined as those areas beyond the Historic District of Columbia boundaries, but within 2,000 feet of a Metrorail station. Federal facilities that fall into this category include the Suitland Federal Center and the National Institutes of Health. Special consideration will be given to federal facilities near Metrorail stations at or near the end of the line.

Suburban areas beyond
 2,000 feet of Metrorail

1:1.5–1:2

Suburban areas beyond 2,000 feet of Metrorail
**Phased approach linked to planned improvements
 over time (1:1.5–1:2)**

Some federal facilities in the National Capital Region lie beyond the reach of the regional transit system. For such federal facilities, particularly those not served by High Occupancy Vehicle (HOV) lanes, ridesharing and other forms of commuting by means other than single-occupant vehicle are problematic. The current goal of one parking space for every 1.5 employees (1:1.5) has been challenging for some of these facilities to obtain; however, this goal has led to the implementation of innovative and effective strategies that help reduce congestion. For this reason, the base parking ratio of 1:1.5 that was established for these locations in the 1983 Federal Elements of the Comprehensive Plan will be maintained in this update. Because the intent of the Comprehensive Plan is to address the region's worsening problems of traffic congestion and air pollution, more stringent parking ratios for these facilities should be phased-in over time as new transit infrastructure, transit services, and HOV lanes are provided to serve these outlying areas. Federal facilities that are served by HOV lanes today and in the future will be expected to achieve a parking ratio of one space for every two employees (1:2).

The Commission will consider parking ratios for federal facilities in these outlying areas within the context of the Constrained Long Range Plan (CLRP), a regional planning tool that ties air quality and transportation improvements to available funding sources. As new transportation infrastructure near a federal facility comes on line, the facility

will be required to meet the more stringent parking ratios associated with the availability of the new infrastructure. Federal agencies should include CLRP projects within the vicinity of their facilities in their TMPs for planning purposes, and such TMPs should be updated regularly to reflect changes in CLRP projects over time.

Comprehensive Plan policies discourage locating new federal facilities in these outlying areas because they are poorly served by transportation infrastructure, limiting the commuting options available to federal employees. Additionally, it is inefficient from a regional perspective to fund infrastructure extensions to new areas when adequate infrastructure already exists in more highly developed areas.

- Parking ratios for federal facilities located outside of the District of Columbia, Arlington County, and Old Town Alexandria, and beyond 2,000 feet of a Metrorail station:

One parking space for every 1.5 employees (1:1.5)

- If HOV lanes exist along or are included in the CLRP for the major highway corridor in proximity to a federal facility in this category, and the completion of the HOV lanes coincides with the federal facility's build-out schedule:

One parking space for every two employees (1:2)

- If a new Metrorail station is planned to open within 2,000 feet of a federal facility in this zone, and the opening of a new Metrorail station coincides with the federal facility's build-out schedule:

One parking space for every three employees (1:3)

Parking Ratios

Policies

1. Within the Central Employment Area, the parking ratio should not exceed one space for every five employees.
2. Outside of the Central Employment Area, but within the Historic District of Columbia boundaries, the parking ratio should not exceed one space for every four employees.
3. For suburban federal facilities within 2,000 feet of a Metrorail station, the parking ratio should not exceed one space for every three employees.
4. For suburban federal facilities beyond 2,000 feet of a Metrorail station, the parking ratio will reflect a phased approach linked to planned improvements over time.

Transportation Management Plans (TMPs)

A Transportation Management Plan documents an employer's active program to foster more efficient employee commuting patterns. The plan includes specific strategies to encourage change in employee travel modes, trip timing, frequency and length, and travel routes so as to reduce traffic congestion and improve air quality. TMPs outline the strategies that a federal agency intends to employ to meet federal parking goals or ratios within a specified period of time. They provide a vehicle for communicating a federal agency's commitment to reduce the demand for parking spaces and encourage employees to select alternative commuting modes.

TMPs outline steps that federal agencies can take to reduce single-occupant vehicle commuting by their employees.

Additionally, TMPs highlight the transportation coordination requirements that stem from a federal agency's location relative to surrounding local jurisdictions. They are impact-based, requiring customized solutions for unique circumstances, and focus on the effects to surrounding communities.

The Commission uses TMPs to evaluate a federal facility's ability to comply with prescribed employee parking ratios. Factors such as the relative proximity of carpool lanes, the position of the facility's nearest Metrorail station within the overall Metrorail system, work hours and shifts at the facility, and employee residence locations are considered. The Commission will consider all of the factors presented in the TMP in weighing compliance with prescribed parking ratios; and encourages federal agencies to develop innovative solutions that contribute to reductions in traffic congestion and improvements in air quality.

Transportation Management Plans (TMPs)

Policies

Federal agencies should:

1. Prepare Transportation Management Plans (TMPs) to encourage employee commuting by modes other than the single-occupant vehicle.
2. Develop TMPs that explore methods and strategies to meet prescribed parking ratios, and include a thorough rationale and technical analysis in support of all TMP findings.
3. Analyze scenarios that incorporate data on employee home zip codes, nearby bus routes, Metrorail, MARC, and VRE lines and their schedules, and that identify existing and planned HOV lanes.
4. Include, within TMPs, implementation plans with timetables outlining each agency's commitment to reaching TMP goals.
5. Reflect, within TMPs, planned regional transportation infrastructure or service improvements within five miles of the federal facilities.
6. Submit their most recent TMP with all master plans and with all projects that increase employment on site by 100 or more.
7. Update TMPs at least every two years to reflect the most current employee information.

Transportation Demand Management

The federal government has at its disposal various methods to address transportation needs without providing new infrastructure. These methods address the demand side of the transportation equation rather than the supply side. Managing the demand for transportation services before it results in the need to build new infrastructure can be a cost effective way to address growing transportation needs. Such “transportation demand management” techniques include spreading out the peak travel period to reduce peak loading; reducing the total number of trips that need to be made; encouraging higher occupancies of vehicles using the system; and shifting trips to modes with excess capacity. The federal government already employs some of these methods.



Transportation demand management strategies will help the region make more efficient use of limited transportation system capacities.

Transportation Demand Management Policies

The federal government should:

1. Encourage ridesharing, biking, walking, and other non-single-occupant vehicle modes of transportation for federal commuters.
2. Maximize telecommuting strategies for employees in accordance with federal law.
3. Employ compressed and variable work schedules for employees, consistent with agency missions.
4. Support pedestrian and transit commuting through Live-Near-Work programs.
5. Steadily increase transit subsidy rates, and consider applying subsidies and incentives to other modes, such as biking, walking, carpooling, and vanpooling.

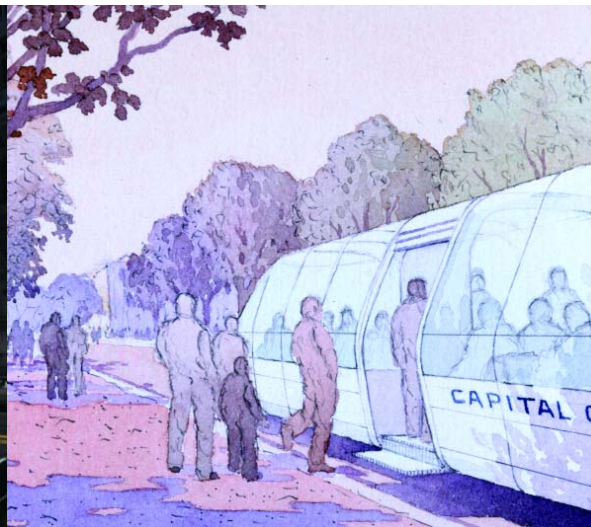
Shuttles and Circulators

Shuttles and circulators are transit services that fill gaps in existing transit networks in order to serve unmet travel needs. While shuttles provide point-to-point service, circulators run loop service connecting multiple points in a network. Whether completing a commute trip or providing service during the work day, shuttles and circulators play an important role in increasing overall transit system accessibility and use.

While many federal agencies in the region operate limited shuttle and circulator services today, federal law prohibits more extensive service that would benefit federal employees. 31 USC, Section 1344 limits the use of federal funds in transporting employees between their residence and workplace and, by extension, prohibits the funding of shuttles from transit stations to federal facilities. Shuttles used to extend transit service between Metrorail stations and outlying employment sites would complement and strengthen the regional transit system and contribute to transit ridership by increasing the transit system's competitiveness measured against private auto use. Current service in operation is limited to shuttles between federal buildings in the Central Employment Area, and on-campus circulators such as those in use at the National Institutes of Health and at the Suitland Federal Center. New shuttle service to places like the Food and Drug Administration complex at White Oak and the NASA Goddard Space Flight Center would benefit federal employees by extending transit service to these outlying employment sites.



Many federal agencies run shuttles in downtown D.C. to transport employees for official business during the workday.



The planned Downtown Circulator may eliminate the need for some federal agency shuttles.

Shuttles and Circulators

Policies

1. Federal agencies should operate on-campus circulators on federal campuses with multiple federal buildings. Such circulators should have the following operating characteristics and associated infrastructure:
 - Maximum of 15-minute headways or on-call service
 - Service to areas of federal campuses adjacent to or near Metrorail stations
 - Waiting facilities (shelters, benches)
 - Signage to identify shuttle stops and maps of service area
2. The federal government should implement legislation allowing employee shuttle services to connect federal work sites to the Metrorail system for home-to-work trips where service is not adequately provided by public transit. Currently, 31 USC, Section 1344 prohibits the operation of such services by the federal government.
3. If legislation allowing federal employee shuttle services is implemented, federal agencies should fund Metrorail station to workplace shuttles if inadequate transit connections are not otherwise present.
4. Transit station-to-workplace shuttles should be combined with on-campus circulators where on-campus circulators are employed.
5. Federal agencies should operate cross-town shuttles in urban areas where inadequate transit service exists to provide transportation between federal agencies doing business with one another or among several locations of one agency. Shuttle services should be coordinated among federal agencies with overlapping route requirements. Where local transit services exist to serve these travel needs, federal agencies should utilize these services in lieu of providing their own shuttles.

Metrobuses operating in the District of Columbia are equipped with bicycle racks.



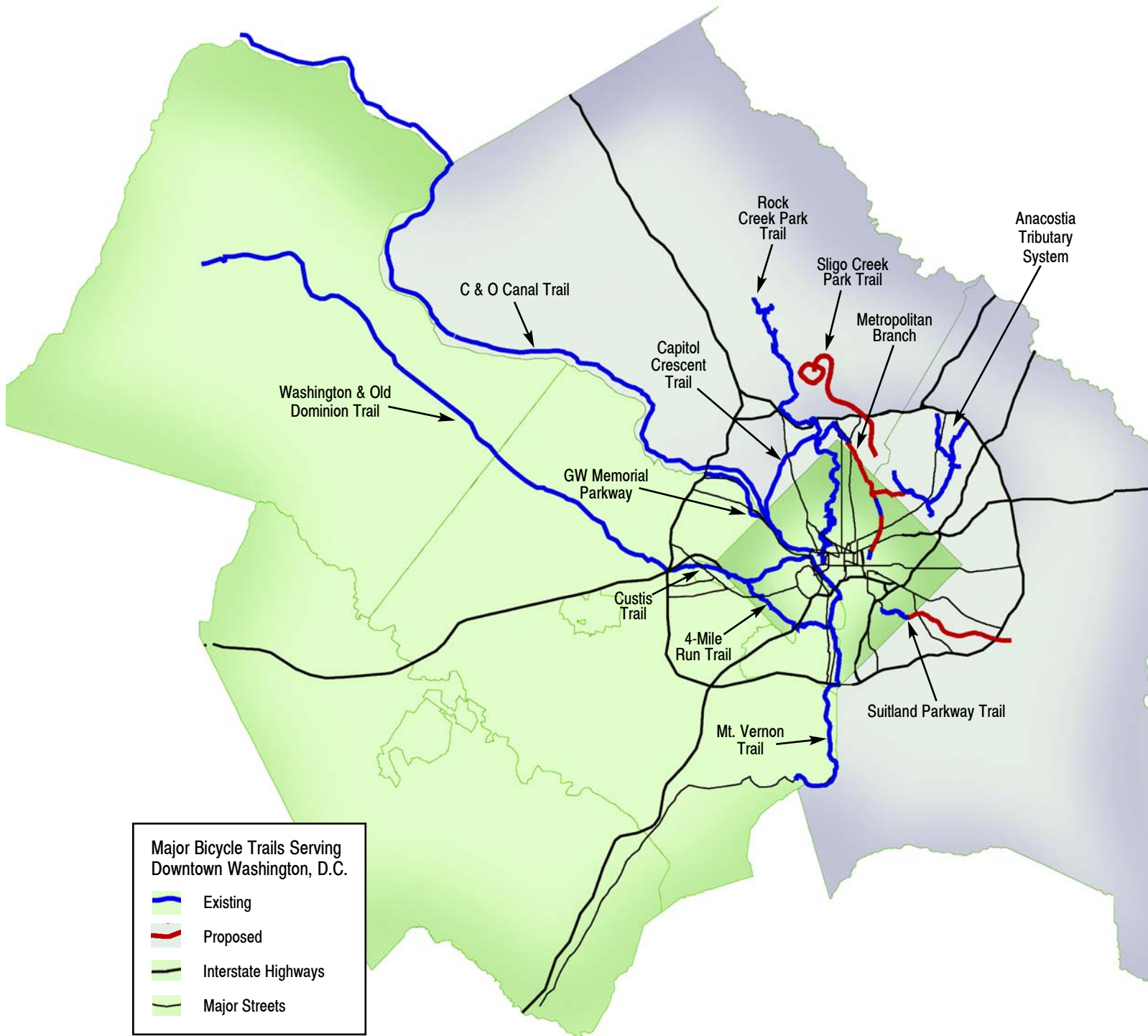
Bicycle Facilities

In 1993, Congress passed the Federal Employees Clean Air Incentives Act, which encourages alternative commuting to federal worksites. According to the Act, Public Law 103-172, “the head of each agency may establish a program to encourage employees of such agency to use means other than single-occupancy vehicles to commute to or from work [including furnishing space, facilities or services to bicyclists].”

Washington-area commuters make 20,000 bike trips each day.

Many of the region’s federal facilities lie along or within easy reach of the region’s extensive bicycle trail system, yet little effort has been made to accommodate bicycle travel as a viable federal employee commute mode. The Metropolitan Washington Council of Governments (MWCOC) estimates that Washington-area commuters make 20,000 bike trips each day, accounting for 30 percent of all bike trips in the region. MWCOC also estimates that half of all area commuters live eight miles or less from work—a distance that is easy to cover by bike given the proper facilities.

The provision of facilities to serve bicycle commuters holds the potential to vastly increase the number of employees choosing this transport mode. Despite an extensive regional bicycle trail system, only about .5 percent of all commuters choose this mode today. The Washington Area Bicyclist Association (WABA) cites a goal of a 5 percent bicycle mode share, and recommends that all office buildings be provided with space to accommodate that percentage. This goal is further supported by District of Columbia and Arlington County zoning ordinances. The District requires that 5 percent of all parking spaces be bike spaces; and Arlington guidelines require one bicycle space for every 7,500 square feet of office space. Space reserved now for bicycle parking can be outfitted later in accordance with demand. Facilities required to support bicycle commuting include secure parking facilities for bicycles, showers and locker rooms for bicycle commuters, as well as connections to the regional trail system. Bicycle routes on federal office campuses should connect to all campus buildings. Other benefits of switching large numbers of employees to this transport mode include improved employee fitness and morale, and improvements to regional air quality.





Bicycle Facilities

Policies

In order to encourage greater bike ridership, the federal government should:

1. Provide bicycle travel lanes, paths, or trails between campus entrance points and all buildings on the campus. Where bike lanes, paths, or trails exist outside of the campus, bicycle travel ways on campus should connect to those outside of the campus.
2. Provide secure and sheltered bicycle parking spaces or bicycle lockers in close proximity to building entrances at federal buildings and on federal campuses. The number of spaces provided should be in accordance with the requirements of the local jurisdiction in which the federal facility resides, if such requirements exist. In the absence of such requirements, federal facilities should provide an abundant supply of bicycle lockers or parking spaces to meet current employee needs and to promote bicycle commuting.
3. Provide employee clothes lockers and showers at federal buildings and on federal campuses to support bicycle commuters. Space should be reserved in new facilities to allow for the provision of showers and lockers to support the bicycle commuting population. Specific goals for bicycle parking should be outlined in the TMP, keeping in mind that visitors may also arrive by bicycle.
4. Provide a safe and convenient means of entry and egress to vehicle garages for bicycle commuters.
5. Work with local jurisdiction bike coordinators, Metropolitan Washington Council of Governments, Commuter Connections, and bicycle proponents such as the Washington Area Bicyclist Association and others to promote bicycle commuting among federal employees.
6. Support the development of a continuous system of trails for hikers and bikers in the region, with an emphasis on bicycle commuting.
7. Allow bicycle trail access through federal properties where such access does not conflict with federal security requirements.
8. Support the efforts of the Washington Metropolitan Area Transit Authority to provide facilities that encourage bicycle commuting, such as bicycle lockers at transit stations and bike racks on board buses.

Other Infrastructure and Transportation Services

In addition to affecting federal employee commuting patterns, the federal government has a role to play in providing and benefiting from a variety of other transportation infrastructure and service investments. These range from the removal of infrastructure barriers to the development of connections among various transportation modes to the movement of freight. The federal government should play a leadership role in partnering to address these issues.

The MWCOG estimates that it will cost approximately \$62 billion over the next 25 years just to maintain and operate the existing regional transportation system and another \$15 billion to expand it to meet future needs in that time frame. Identifying the resources necessary to fund such

improvements will be a challenge, and prioritizing them to get the most from our investments will require regional cooperation and careful consideration.



The Southwest/Southeast Freeway interrupts the urban fabric of the District of Columbia.

Other Infrastructure and Transportation Services

Policies

As a regional leader in transportation infrastructure and service investments, the federal government should:

1. Support transit-oriented development at Metrorail stations.
2. Support the establishment of multimodal connections in the regional transportation system.
3. Support District of Columbia efforts to remove freeways and other transportation infrastructure that interrupt the city grid, and to restore the surface network.
4. Encourage the optimum use of all airports serving the region at capacities consistent with environmental constraints (particularly noise) and security concerns.
5. Provide sidewalks among buildings on federal campuses as well as between federal buildings and transit stations.
6. Support regional efforts to manage transportation infrastructure in response to states of emergency.
7. Participate in District of Columbia efforts to manage tour bus operations in the city, providing relief for District residents while accommodating tour industry needs.
8. Support the development of a water taxi system serving the District of Columbia and surrounding jurisdictions to provide an alternative commuting mode, to coincide with waterfront redevelopment opportunities, and to serve waterfront attractions.

Investment Priorities

Different types of transportation investments have different impacts on regional land use and travel patterns, emission of pollutants, and total capacity of trips accommodated. Regional Smart Growth objectives are supported by transportation infrastructure investments that encourage the most efficient use of existing transportation facilities; result in more compact and mixed-use development patterns; and require less frequent use of the private automobile. Efficiency of the overall transportation network, balanced investment, and maximizing choice among transportation modes should be federal goals. Policies that put transit first—funding transit improvements before roadway expansion and construction—will better manage regional transportation infrastructure capacities and improve regional air quality by shifting new vehicle trips to transit.



Many travel modes are integrated at Reagan Washington National Airport.

Investment Priorities

Policies

The federal government should prioritize the following types of transportation infrastructure investment:

1. Fix it first: Support funding to maintain existing transportation facilities, with a further priority on transit facilities.
2. Support funding to increase capacity and security of the regional transit system.
3. Support projects that provide improved transit and roadway access in existing, highly developed areas.
4. Extend the transit system's reach into developed, but underserved areas of the region.
5. Encourage the deployment of new "intelligent transportation" technologies that make more efficient use of roadway capacities.
6. Integrate transit services wherever possible.

Parks and Open Space

Element

.....ComprehensivePlan
for the National Capital



Federal Elements

Parks and Open Space

contents

99	Introduction
102	Policies
102	Expansion and Enhancement
103	Preservation and Maintenance
105	Connectivity and Access
107	Parks and Landscapes
113	Terrain Features
117	Greenways and Greenbelts
119	Rivers and Waterways
122	Trails
125	Gateways
126	Parkways

.....ComprehensivePlan
for the National Capital

Introduction

Parks and Open Space

It is the goal of the federal government to:

Conserve and enhance the park and open space system of the National Capital Region, ensure that adequate resources are available for future generations, and promote an appropriate balance between open space resources and the built environment.

The outer jurisdictions of the region are experiencing tremendous growth that reduces the amount of privately held open space and crowds our public parks.

One of the defining characteristics of the National Capital Region is its park and open space system. From community parks tucked away in residential neighborhoods, to the grand expanse of the National Mall, to the extensive open space and wilderness preserves in the outlying reaches of the metropolitan area, the National Capital Region is fortunate to have

so many varied and beautiful outdoor spaces for public use. Open space serves many important recreational, natural resource, and cultural purposes. It offers places for wildlife habitat, wilderness protection, groundwater retention, air oxygenation, active recreational use, decorative settings, historic landscapes, and visual corridors. Historically, the federal government has used open space as settings for important monuments, grand public promenades, major federal buildings, and quiet gathering places within and outside the nation's capital.

In recent years, however, many factors have challenged the region's ability to adequately serve the residents of and visitors to the National Capital Region. The immense popularity of the Mall has

stressed the infrastructure of this historic open space; an influx of residents to downtown in recent years has created the need for community-scale parks; established neighborhoods have either been underserved by parks and open space or the quality of their parks is deteriorating under tightening fiscal conditions; and the outer jurisdictions of the region are experiencing tremendous growth rates that reduce the amount of privately held open space and crowd our public parks.

The federal government places a high value on the environmental benefits, recreational use, and scenic beauty provided by monumental, natural, and cultural landscapes, and has amassed a significant inventory of natural and historic parks to complement the more formal open-space settings for monuments and memorials. The federal government also maintains parks and open space that serve the everyday recreational needs of residents and visitors. The National Park Service controls approximately 60 square miles of parks and open space in the NCPC-defined National Capital Region, representing 25 percent of the roughly 239 square miles of designated parks and open space lands controlled by federal, state, and local governments in the NCR.¹ The 6,776 acres owned by NPS represents the majority of parks and open space in the District of Columbia, and is 17 percent of the District's total land area.

1. Numbers are approximate, as discrepancies in boundary areas between jurisdictions, ownership, and definitions of parks and open space result in data that does not perfectly match across the region. The term "National Capital Region" is used by several groups, including NPS, with boundaries that differ from NCPC's.

Several federal agencies have jurisdiction over open space, including the National Park Service, the Department of Agriculture, and the Department of Defense. Federal open space occurs in a variety of forms. As described below, estimates of regional federal open space holdings include:

- Designated parkland (such as the holdings of the National Park Service).
- Other areas designated primarily as open space, such as the National Arboretum.
- Open space settings for federal buildings, such as the National Institutes of Health.
- Water areas, including all of the Potomac and Anacostia Rivers within the District of Columbia (approximately six square miles), as well as several reservoirs.

In addition to the vast federal ownership of parks and open space in the National Capital Region, the federal government's vested interest results primarily from two provisions of the National Capital Planning Act, and federal environmental laws.

- The National Capital Planning Act of 1952 grants the National Capital Planning Commission the responsibility "to plan the appropriate and orderly development of the National Capital and the conservation of the important natural and historical features thereof."
- In 1930 the Capper Cramton Act authorized funding for the acquisition of lands in the District of Columbia, Maryland, and Virginia for the park and parkway system of the national capital. Property acquisition included lands for George Washington Memorial Parkway; stream valley parks in Maryland and Virginia; and the park, parkway, and playground system of the District of Columbia.
- Parks and open space can significantly improve air and water quality, protect wildlife habitats, improve groundwater retention, and help prevent flooding. These are environmental benefits that support federal environmental laws.

Open space exists at many different scales, in many different forms, and under the jurisdiction of many different organizations. Within the District of Columbia, for example, many parks and open spaces

were carved from the triangular blocks created by the original L'Enfant street grid system. Other parks, such as the Prince William Forest Park in suburban Virginia, encompass many thousands of acres of forest land in its natural condition.

A general definition of open space includes any land or water surface that is not occupied by buildings, a broad definition that encompasses the vast majority of federal property, particularly outside of the relatively small landholdings in central Washington. More specific definitions of open space depend on the context and needs of particular areas. In this element, parks and open space have been divided into seven broad categories, although many parks and open spaces could be defined by two or more of these categories.

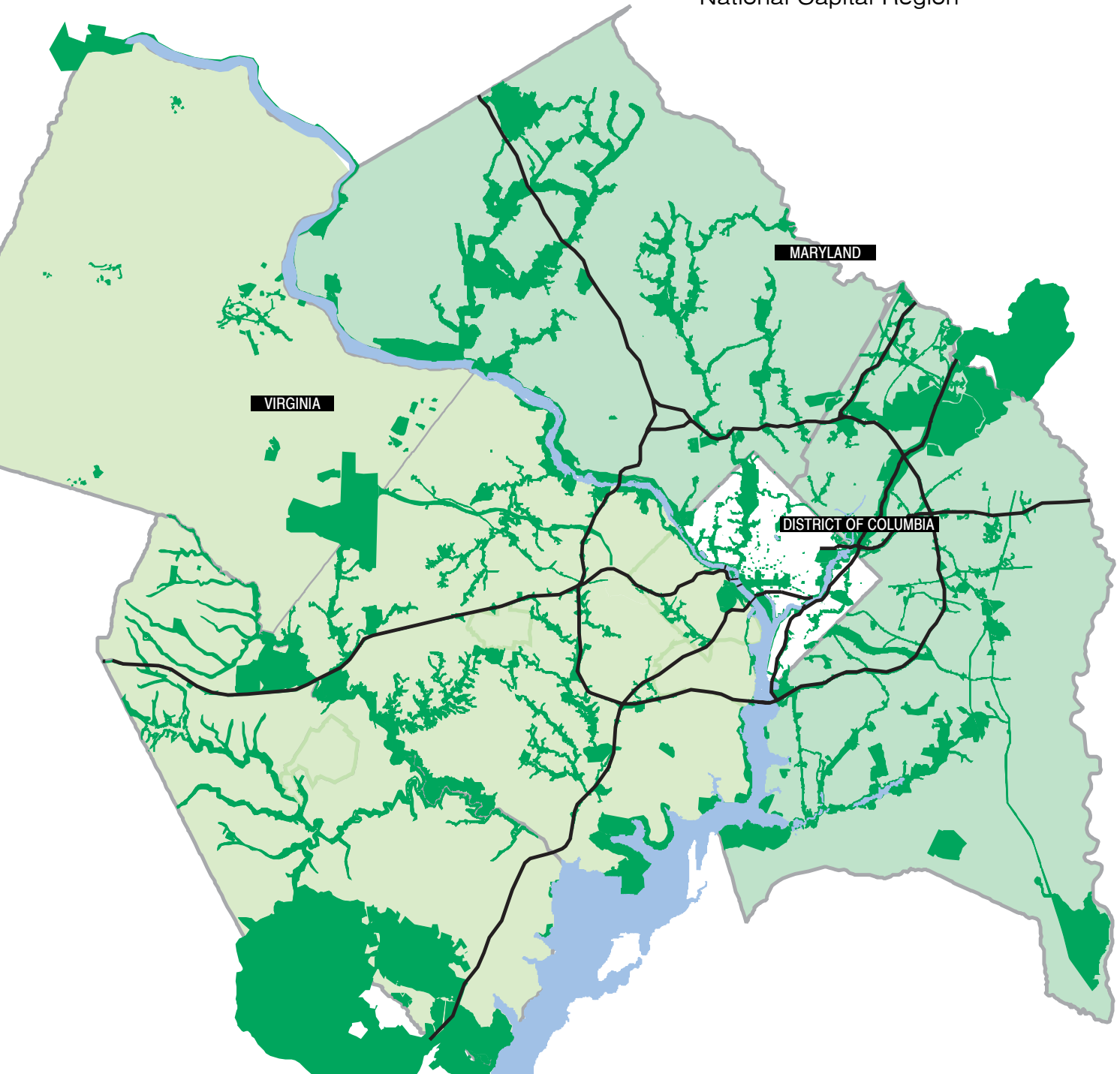
- *Parks and Landscapes*, which includes natural and designed parks and landscapes.
- *Terrain Features*, which includes variations in the natural landscape such as escarpments, gorges and palisades, and mountain ranges.
- *Greenways and Greenbelts*, which includes linear parks and connecting greenways, the large reserves of open space areas essentially forming a "greenbelt," and the tree cover that is so predominant in the Washington area.
- *Rivers and Waterways*, which includes the Potomac and Anacostia Rivers, smaller tributaries such as Rock Creek, and other unnamed tributaries and creeks.
- *Trails*, which includes those used by pedestrians, bicyclists, equestrians, and motorized vehicles.
- *Gateways*, which includes the major roads, highways, and transportation terminals that are the approaches to the nation's capital.
- *Parkways*, which includes roadways in linear landscape parks restricted to use by automobiles.

These various components, whether federal or nonfederal, should be viewed as part of a comprehensive system of parks and open space that contribute to the region's setting or are significant in terms of their historical, cultural, or recreational characteristics.

Several planning challenges have emerged in recent years regarding future parks and open space needs. Among these challenges is the need to ensure that an adequate supply of parkland and open space is available to meet the needs of an increasing population and to fill the gaps in the existing system. Connecting parks and open space; providing public

access to the park system; and protecting existing open space from overuse, conversion to other uses, encroachment by inappropriate new development, or diminution by inappropriate development on adjacent lands are additional challenges that planners are confronting.

 Parks and Open Spaces in the National Capital Region



Policies

Expansion and Enhancement

In the past 20 years, the population of the National Capital Region has increased significantly. This population gain is expected to continue, which will likely prompt a commensurate demand for new parks and open space. Increases in tourism to the region also create a higher demand on parks and open space.

For several decades after its creation in the 1920s, the National Capital Planning Commission was actively engaged in the acquisition of parkland for the District of Columbia and coordination of open-space acquisitions throughout the region. While the Commission's authority to acquire land remains intact, this authority has not been exercised for many decades. Other recent federal acquisitions have been few, and have been undertaken by individual agencies or special entities, such as the Pennsylvania Avenue Development Corporation. Future federal land acquisitions could occur by purchase, easement, donation, or exchange.

Direct federal acquisition of new parkland and open space can and should also be augmented with public-private partnerships. For example, private development of greenways that use planned and existing utility easements could minimize public costs of greenway development. In addition, the federal government can provide leadership on regional open

space issues and assist in linking new and existing local properties with federal properties to create an integrated parks and open space network serving the residents of and visitors to the region.

In recent years, local governments have served as the prime acquirers of new open space, helping to preserve important land parcels that become subject to potential development and to meet the recreational needs of local residents. Loudoun County's Purchase of Development Rights Program and Montgomery County's use of Transfer of Development Rights are two examples of local government efforts to protect natural, historic, and scenic open space.

Additionally, redevelopment of surplus federal property may also provide opportunities to add to the region's inventory of parks and open space. The Cameron Station redevelopment in Alexandria, Virginia provides a successful example of such a commitment. The redevelopment of this former federal property not only provided the local community with new residential and commercial space, but importantly with new parks and open space. Over 60 acres of the 165-acre installation was transferred to Alexandria's Parks Department, and the city now has new parks, sports fields, and playgrounds.

Purpose of Element

The challenges of preserving, maintaining, and enhancing the region's parks and open space and securing more for the future will require a coordinated, multifaceted effort. The Parks and Open Space Element of the Comprehensive Plan is designed to generate federal leadership in regional parks and open space planning by promulgating several objectives: preserving the key natural resources of the region as permanent open space; providing sufficient parks and recreation areas to meet the needs of residents and visitors; preserving for posterity the nature and diversity of our natural and cultural heritage; and using open space to help guide urban growth. The element also fosters cooperation and partnership among federal agencies, local government agencies, and nongovernmental organizations entrusted with the stewardship of the region's parks and open space.

Theodore Roosevelt Island



Expansion and Enhancement *Policies*

The federal government should:

1. Plan for new parks as part of the park system of the region.
2. Acquire parks and open space as necessary to augment the open space system.
3. Use easements, donations, purchases, exchanges, or other means to acquire land or to enhance parks and open space. Examples of areas or park systems where further acquisition is desirable include:
 - South Capitol Street
 - Anacostia River waterfront and tributaries
 - Georgetown Waterfront Park
 - Areas immediately south of Meridian Hill Park where significant view corridors are blocked
 - Sites at or near the topographic bowl ridge line, as seen from the monumental core
 - Fort Circle Park system
 - Sites at the periphery of Manassas National Battlefield Park
 - An outer greenbelt ring of major open space at the periphery of the region
4. Coordinate planning and development of federal parkland with local parkland in order to optimize recreation, open space preservation, and resource protection.

Preservation and Maintenance

Existing parks often suffer from chronic overuse, which contributes to the decline of the condition of the park and further burdens the already dwindling resources available for park maintenance. For example, the Mall Complex, a major open space setting for the nation's capital, plays host to millions of visitors who use it for a variety of symbolic and recreational uses. However, the use of the Mall as a gathering place for civic celebrations, peaceful demonstrations, and recreational uses is gradually being displaced by new memorials and museums. To counter this effect, the Mall Complex, from the U.S. Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial, should be considered essentially complete, and any improvements necessary in this area should be limited in scope and sensitively designed. Paradoxically, other parks are underutilized due to the lack of access and the poor condition of the parks. Examples include parkland along the Anacostia River and the waterfront park in Georgetown.

Shifting demographic and emerging development patterns mean that some parks no longer meet the needs of their users. Some parks in downtown Washington, for example, did not always serve a residential base and are not necessarily meeting residents' needs. Additionally, some federal parks and open space are in need of maintenance. Federal partnerships with local agencies, such as the District's Department of Parks and Recreation, business improvement districts, and nonprofit organizations, are key in developing a strategy and approach to upgrade these spaces, thereby improving their aesthetic and function, and adding vitality to their locations. Park use and development must strike a balance between recognition of national significance in designation, and local needs. Federal-local partnerships should focus on fulfilling shared goals, but not at the expense of impairing federal interests. Thus, a re-examination of federal open space in the District of Columbia should be considered so that federal open space that is essentially local in character can be more effectively integrated into the fabric of the District's neighborhoods.



Many parks and open spaces in the National Capital Region are also threatened by adjacent development pressures and the encroachment of inappropriate new development along park borders, conversion of the land to different uses, and a lack of resources for adequate maintenance. For example, Manassas National Battlefield Park—a significant historical Civil War landmark and cultural landscape—should be protected from unsympathetic development adjacent to it, as such adverse adjacent uses next to parks threaten their integrity and can cause adverse environmental impacts. Greater emphasis should be given to coordinating federal park and open space master plans with development plans for the jurisdictions that surround them.

Historically, dwindling resources often leave little money for the development and upkeep of federal and nonfederal parks and open space. Because public funding is limited for land acquisition and maintenance, new sources for these essential activities need to be developed and novel solutions shaped. New park and open space planning initiatives that have emerged in recent years, for example, have allowed the federal government to work and partner with a variety of entities. Among these, a nonprofit organization has entered into an agreement with the National Park Service to assist in restoring and enhancing the National Mall; local business improvement districts are addressing small federally owned reservations in downtown Washington; and regional planning agencies are devoting more resources to thinking comprehensively about the regional open space network in its entirety and the importance of adequately planning for and acquiring open space in a growing metropolitan area.

Preservation and Maintenance

Policies

The federal government should:

1. Enhance parks and preserve open green space for future generations.
2. Maintain and conserve federal open space as a means of shaping and enhancing urban areas.
3. Preserve open space that is crucial to the long-term quality of life of a neighborhood or the region.
4. Conserve and maintain the essential open space character of areas in the region with significant park, open space, cultural, or natural qualities that contribute to the setting of the National Capital Region. Such areas include the National Arboretum, Beltsville Agricultural Research Center, and McMillan and Dalecarlia Reservoirs.
5. Conserve portions of military reservations that add significantly to the inventory of park, open space, and natural areas and should, to the extent practicable, be used by the public for recreation. Examples include Andrews Air Force Base, Fort Belvoir, U.S. Soldiers' and Airmen's Home, Fort Meade, and Marine Corps Base Quantico.
6. Maintain wildlife refuge areas in the region as critical natural open space and protect these areas from potential adverse impacts from surrounding developments, including major highway or other transportation projects.
7. Maintain and conserve trees and other vegetation in the landscaped buffer areas on federal installations in a natural condition. Perimeter roads and cleared areas on these sites should be kept to a minimum, carefully landscaped, and managed in a manner that addresses security, aesthetics, and natural character.
8. Enter joint ventures to acquire and manage parks and open space.

Connectivity and Access

Many parks and open spaces originally intended to be part of contiguous park systems are not linked. If they were, the region would have a better integrated network of parks, open space, greenways, and trails that could improve and increase recreational and commuter opportunities along the region's trails. Connecting the shoreline parks of the Anacostia and Potomac Rivers, Rock Creek Park, the Fort Circle Parks, and other points within the National Capital Region with other regional, state, and local park systems and trails would serve to strengthen the entire regional park and open space system. A new trail, linking most of the Fort Circle Parks sites and the connecting green corridor should be designated and constructed.

Particular emphasis should be given to completing and maintaining the connectivity of linear open space networks, such as stream valley parks and waterfront recreational trails, since continuous access for the public (and for wildlife) is an important feature of these open space networks. For example, Watts Branch and Oxon Run are significant tributaries to the Anacostia and Potomac Rivers and provide green links between federal open spaces. In addition, shoreline trails should be developed on the Maryland shore of the Potomac, linking southern Prince George's County with Anacostia Park in Washington through the Fort Foote and National Harbor areas, Oxon Cove Park, and the Bolling Anacostia Tract.

In addition, existing trails on the Virginia shore should continue to be strengthened in the Rosslyn area, providing access from nearby bridges to the Mount Vernon Trail. The existing foot trail north from Arlington along the George Washington Memorial

Parkway should be linked to other county trails and extend along the American Legion Bridge connecting the C&O Canal National Historical Park. Where feasible, the Anacostia Riverwalk Trail should be developed on both sides of the Anacostia River to connect existing pedestrian and bicycle trails on the National Mall to those along Anacostia River tributaries in Maryland.

Providing or maintaining public access to open-space areas of particular interest or usefulness allows otherwise unused parkland and open space to become a resource that can be used and enjoyed by all. Additionally, access to major open space could contribute to a "greenbelt" around the region. This green space band could be comprised of stream valleys, agricultural farm land, parks, and other natural and open space areas. The green band concept, which should be a collaboration between federal, state, local, regional, and private entities, builds upon existing federal, state, and local open space programs to conserve land. Green space could include major federal holdings, such as the Patuxent Research Refuge, Beltsville Agricultural Research Center, and the Marine Corps Base Quantico, as well as other public and private lands throughout the region. Green space also includes land with permitted and restrictive access to the public.



C&O Canal National Historical Park

Connectivity and Access *Policies*

The federal government should:

1. Promote public access along the region's waterfronts, including waterfronts on military and other properties when security considerations will permit.
2. Plan, complete, and maintain connection between public parks and open space.

The Value of Open Space

Parks and open space are valued for a variety of reasons—aesthetics, active and passive recreational opportunities, restorative attributes, historic significance, cultural events, environmental benefits, ecological benefits, educational purposes, added economic value, and the opportunity to socialize and congregate with others. In short, society values parks for a multiplicity of reasons, each as unique as the individual user.

Aesthetic. Trees, flowers, and other green vegetation offer beauty and welcome contrast to the built environment. Benches, fountains, sculpture, and other built features can further enhance the beauty of urban open spaces.

Recreational. From active sports to quiet relaxation, open space can provide opportunities for a variety of outdoor activities for people of all ages. While the neighborhood park is most often considered to be the place for recreation, a space no bigger than a city lot can provide valuable space for neighborhood recreation.

Restorative. Natural open spaces, even small ones, can help people “get away” from the din of urban life. Nature can help to restore people physically and psychologically by reducing stress, improving moods, and even lowering blood pressure.

Cultural. A variety of cultural activities and events occur in parks in the National Capital Region, from music, art, and history to celebrations and festivals of other nations.

Environmental. Vegetated open space can improve air and water quality. Trees rid the air of harmful dust and gasses and lower summertime temperatures. Streamside vegetation filters runoff, and wetlands absorb chemicals that would otherwise pollute surface waters.

Ecological. Patches and corridors of open space provide essential habitat for the native plants and wildlife of the National Capital Region. Urban open space networks can sustain complex ecosystems and enhance residents’ understanding of and relationship with nature.

Educational. Many parks and open spaces serve the dual purpose of providing an educational experience while accommodating people in park-like outdoor settings. These educational experiences are often directly related to the purpose of the open space or park.

Economic. Parks, greenways, and other open spaces can significantly enhance property values, which has been demonstrated in studies of prices people are willing to pay for visual and physical access to open space.

Social. Neighborhood open space, such as community gardens and play lots, often serve a vital function in bringing people together and in building personal relationships and bonds that will promote community identity and stability.

Source: *Cityspace: An Open Space Plan for Chicago*, January 1998





Parks and Landscapes

Parks can be categorized many different ways. Size, use, location, and historic value are just some of the distinctions that are used to determine if the inventory of parks meets the needs of the users. Many parks do not fall neatly into one category. For example, the National Mall is a monumental open space, historic for both its architecture and designed historic landscape as well as the significant events that have occurred on it. It also serves as an educational resource and a place of active recreation and contemplative reflection for both residents and visitors.

The largest park operator in the region is the National Park Service with more than 700 individual sites.

In the National Capital Region, the federal government is the steward of a variety of parks under the jurisdiction of many federal agencies. The largest park operator in the region is the National Park Service, with more than 700 individual sites, ranging from community parks that serve as neighborhood gathering places to national monuments that attract visitors from around the world. Other federal agencies that operate parks or manage open space include the Smithsonian Institution with its National Zoological Park, the U.S. Department of Agriculture with its

National Arboretum, and the U.S. Army with its operation of Arlington National Cemetery. Further out in the region, the Department of Veterans Affairs is responsible for Balls Bluff National Cemetery; the U.S. Fish and Wildlife Service operates the Mason Neck National Wildlife Refuge; and the Bureau of Land Management runs Meadowood Farm.

Other important parks are privately owned. Mount Vernon Estate and Gardens is one such example, though much of the adjacent land is under the control of the federal government. The Mount Vernon Memorial Highway portion of the George Washington Memorial Parkway, Piscataway Park, Fort Washington, Fort Hunt, and other land areas within the viewshed from Mount Vernon are considered integral parts of the historic property's landscape setting. The surrounding areas and natural views and vistas from Mount Vernon to Piscataway Park and beyond should be protected and enhanced to maintain the integrity of the historic setting.

Most parks in the National Capital Region can be placed into one of the following categories: monumental and designed landscape parks and parkways, natural parks, recreational parks, waterfront parks, and historic parks.

Monumental and Designed Landscape Parks

Designed landscape parks are the squares, circles, and triangles associated with the L'Enfant City as green landscaped areas. These areas provide oases for pedestrians in both neighborhoods and downtown areas, and settings for existing and future monuments and memorials with ornamental plantings. These urban park areas are often small parks and designed landscapes with fountains, monuments, memorials, and other features of civic art. Examples include Farragut Square, McPherson Square, Dupont Circle, Franklin Square, Lafayette Park, Pershing Park, Lincoln Park, and Stanton Park, as well as many smaller triangular parks within neighborhoods. Other designed landscape parks are larger, and often have cultural and educational purposes. Examples of these resources include Wolf Trap National Park for the Performing Arts, the Carter Barron Amphitheater, Meridian Hill Park, the National Arboretum, the Kenilworth Aquatic Gardens, and the National Zoo.

Monumental parks and landscapes provide settings for public buildings, monuments, and memorials. They create and enhance pedestrian spaces; they showcase ornamental plants; and they are used for displays, cultural activities, passive recreation, and controlled active recreational activities. The

National Mall is perhaps the most significant example of a monumental park, and several planning issues must be addressed to ensure its future integrity as a national gathering place for civic celebrations and demonstrations, and as a place of recreation and education.

The demand is increasing for prime locations for new memorials and museums in the heart of the nation's capital. At the same time, the monumental core may soon surpass its capacity to accommodate these facilities. New memorials and museums may encroach on the settings of existing memorials, threatening the loss of the historic designed landscapes and features that make the Mall and its adjacent areas special places.

Following the release of the *Legacy Plan*, the Commission developed the *Memorials and Museums Master Plan* to preserve the open space, recreation lands, and scenic qualities of the monumental core. The master plan's Commemorative Zone Policy, which has now been codified in law by the U.S. Congress, established the Reserve, a geographical area encompassing the central cross-axes of the Mall, from the U.S. Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial. No new memorial sites will be



permitted in this area. The law also delineates Area I, which is immediately adjacent to the Reserve and is considered to be a sensitive area designated for commemorative works of preeminent historic and national significance. Area II encompasses the rest of the city, where new commemorative works are encouraged, with emphasis on the important North Capitol Street, South Capitol Street, and East Capitol Street axes; circles and squares on major avenues; waterfronts; urban gateways; and scenic overlooks. The *Memorials and Museums Master Plan* identified 100 potential sites throughout the District of Columbia for locating new commemorative works. As an extension of the Mall, but within Area II, Hain's Point at the tip of East Potomac Park was identified as a location for

a future memorial of lasting historical significance, provided that existing recreational resources are not compromised. Additional information and a map of the Commemorative Zones can be found in the Visitors Element.

Finally, sites of existing buildings at prominent and strategic locations in the monumental core should be considered when the useful life of those buildings has ended. Examples include the Navy Annex area, the Navy Bureau of Medicine and Surgery, the Liberty Loan Building, and the Department of Agriculture North Building.

Parks and Landscapes

Policies

Monumental and Designed Landscape Parks

The federal government should:

1. Restore, protect, and enhance historic designed landscape parks (squares, circles, and triangles) associated with the L'Enfant City.
2. Maintain small urban parks primarily as historic parks and designed landscapes with fountains, monuments, memorials, tree cover, and other features of civic art.
3. Provide facilities and areas for events such as concerts, fairs, and displays throughout the National Capital Region, at appropriate locations where such activities will not damage significant existing resources, disturb commemorative settings, or adversely impact adjacent neighborhoods.
4. Enhance the great cross-axes of the Mall, and protect them from inappropriate development.
5. Use monumental parks and landscapes to provide settings for public buildings, monuments, and memorials, and to create special environments for limited activities.
6. Site memorials in monumental and designed landscape parks in compliance with the *Memorials and Museums Master Plan*.
7. Create new open space, memorials, or museums at prominent and strategically located sites in the monumental core when the useful life of the existing buildings on the site has ended.
8. Maintain East and West Potomac Park as an extension of the Mall, as a valuable recreational open space, and as a space that can be used for outdoor cultural events, gatherings, and celebrations.

Natural Parks

Natural parks include open space that is primarily forest or wetland, rather than designed landscape, and is typically preserved for its scenic, ecological, or topographical qualities rather than, or in addition to, particular historic significance. Examples of natural parks in the National Capital Region include Great Falls Park, Rock Creek Park, Prince William Forest Park, and the Mason Neck National Wildlife Refuge.

Rock Creek Park and its tributary parks in the District and Montgomery County serve important functions with their existing topography, indigenous plant materials, and other natural conditions providing open space amenities. Recreational uses such as hiking, driving for pleasure, biking, horseback riding, and picnicking should be permitted, to the extent that environmental qualities of the park are not adversely affected. The borders of the park should receive special protection from adjacent development that could cause erosion or adverse visual impacts.

Parks and Landscapes *Policies*

Natural Parks

The federal government should:

1. Ensure that Rock Creek Park and its tributary parks in the District and Montgomery County continue to serve as important natural resource recreational and cultural areas.
2. Preserve and protect stream valley parks and small urban forest areas in their natural conditions.
3. Protect the unique near-wilderness qualities of Prince William Forest Park, including the watershed of Quantico Creek.

Waterfront Parks

Within the urbanized area of the National Capital Region, most of the shorelines along the Potomac and Anacostia Rivers have been preserved as parkland or in a semi-natural state. However, developed shorelines along the Potomac and Anacostia Rivers can be found in Georgetown, the Southwest Waterfront, the Southeast Federal Center, and the Washington Navy Yard in the District of Columbia, and in Old Town Alexandria in Virginia.

The shorelines and waterfronts of the Potomac and Anacostia Rivers within the District of Columbia should be publicly owned or accessible, except at planned waterfront locations in Georgetown,

portions of the Southwest Waterfront along the Washington Channel, and Buzzard Point, where controlled private development could be permitted.

Noncontiguous parkland is intermixed with industrial uses on the Anacostia River and access to parks is limited at places. Continuity of urban parklands should be secured from the 11th Street Bridge to Buzzard Point in order to provide uninterrupted riverfront open space. Industrial and nonconforming uses of parklands should be phased out. Future improvements to Anacostia Park should protect sensitive natural and cultural resources while allowing the addition of park amenities and increasing public access for recreation.

Parks and Landscapes

Policies

Waterfront Parks

The federal government should:

1. Link open space along the waterfront to provide a continuous public open space system.
2. Develop the banks of the Anacostia River as a high-quality urban park with a mix of active and passive recreational opportunities.
3. Ensure that Anacostia Park functions as a regional recreational resource, emphasizing the park's special riverside, ecological, and scenic qualities and character.
4. Complete the waterfront parks in Georgetown and Alexandria.

Anacostia Waterfront Initiative



NCPC's *Legacy Plan* envisioned new growth and development east of the U.S. Capitol, and identified opportunities for parks along the Anacostia River. Today, the federal and District of Columbia governments have partnered to move this vision forward through the Anacostia Waterfront Initiative (AWI) and are working together to successfully meet federal and local needs on federal sites. A critical component of AWI is providing over 100 acres of new waterfront public spaces as "Riverparks" and developing a 16-mile "Riverwalk" trail system along both sides of the Anacostia River. Federal involvement in this park and trail system is extensive. The National Park Service manages Anacostia Park, including Kenilworth Park and Aquatic Gardens, and Poplar Point. These areas alone are approximately 41 percent of the AWI study area. Other federal facilities along the Anacostia River include the National Arboretum, Fort McNair, and the Navy Yard, where providing continuous trail systems will require balancing public access goals with the security needs and mandates for these facilities. Another example of the federal government's commitment to AWI is the five-acre waterfront park developed as part of the Southeast Federal Center, a public-private development partnership administered through GSA, which will provide a link in the proposed trail system.

Historic Parks

Historic parks are important legacies of national, historic, architectural, and landscape significance. Special efforts should be taken to respect their integrity while providing for the interpretation of their history. Ancillary uses, such as access, and visitor and multi-purpose activities should not detract from the historical value of these sites. Examples of historic parks include the Fort Circle Parks, the Manassas National Battlefield Park, and the C&O Canal National Historical Park.

Development and enhancement of the Fort Circle Parks should protect their cultural resources and be compatible with their important natural landscape features, which are visible from the monumental core. Community-oriented recreational opportunities, interpretation of the fort sites, and a well-delineated connecting trail in a park-like setting—utilizing the McMillan Plan park connections—should be provided throughout the system.

Appropriate development adjacent to the Manassas National Battlefield Park should be ensured for the protection of its open space character and historical qualities. Master or management plans for the park and local development plans for areas adjacent to the park should be coordinated to ensure the application of appropriate land uses and development standards for the surrounding areas.



C&O Canal National Historical Park

Preservation of the C&O Canal National Historical Park's historic and natural resources, including its biodiversity and endangered species, should remain the primary focus of the park. However, recreational uses such as bicycling, jogging, hiking, and boating should be permitted, where consistent with this focus. Adjacent development should be low density, except in Georgetown. Public utilities requiring water from the Potomac should be located and constructed so as to protect the historic integrity and natural qualities of the park and help preserve and restore the health of the aquatic ecosystem and shoreline habitats.

Parks and Landscapes

Policies

Historic Parks

The federal government should:

1. Establish and preserve historic parks as important legacies of national, historic, architectural, and landscape significance.
2. Preserve the important scenic, historic, and natural elements of the Fort Circle Parks.
3. Preserve Manassas National Battlefield Park as a significant historical Civil War landmark and cultural landscape resource.
4. Preserve the C&O Canal National Historical Park as a legacy of inland waterway development and as a significant wildlife corridor.
5. Preserve and protect the environs of Mount Vernon National Historic Site as a national legacy.

Terrain Features

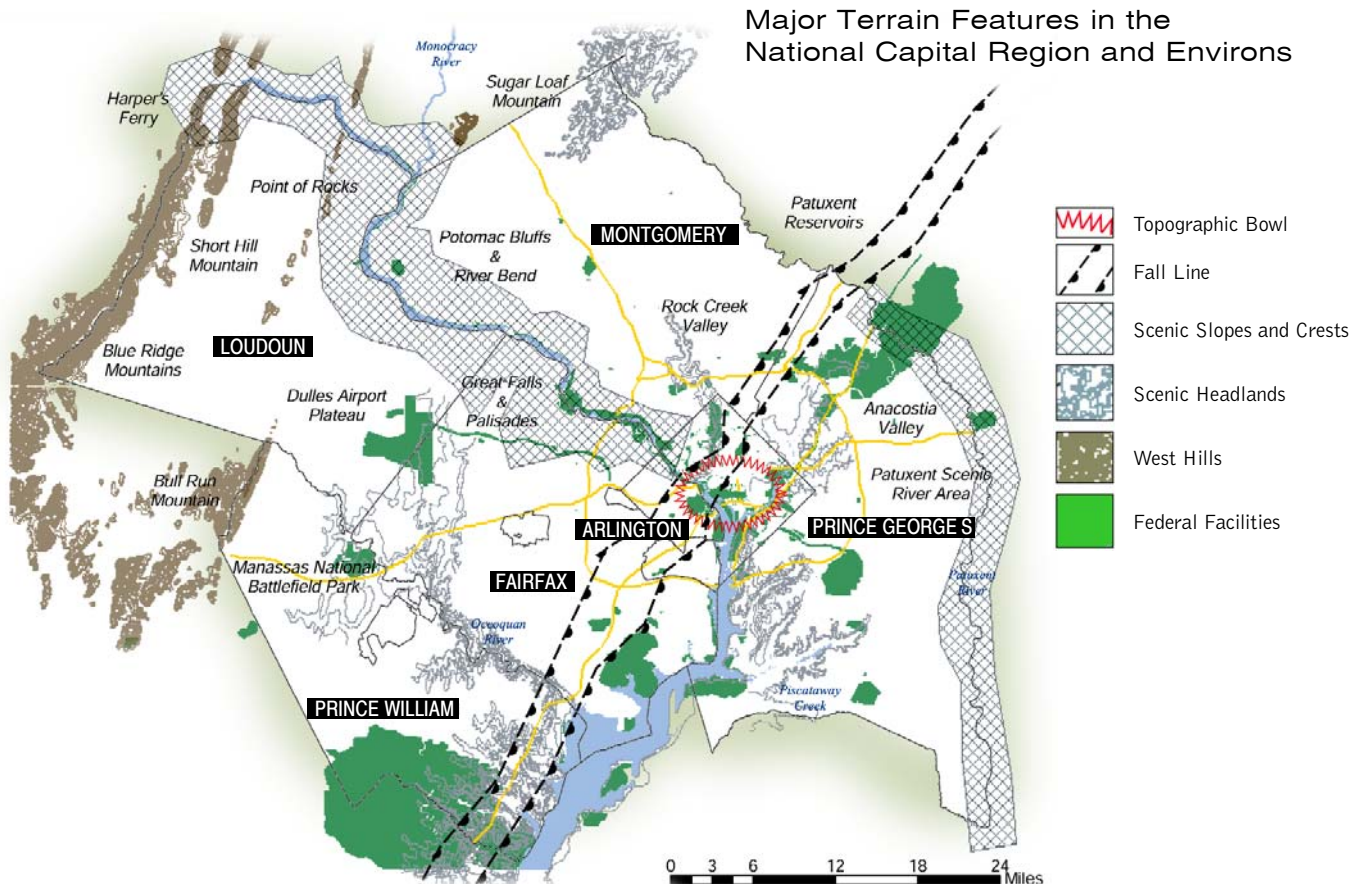
Terrain features are distinctive topographic variations in the natural landscape, such as the escarpment of hills that form a topographic bowl surrounding the L'Enfant City; the palisades and gorges along the Potomac River and Rock Creek; the Coastal Plain and Piedmont Plateau in which Washington is situated; and the mountains of the western and northwestern part of the region. From L'Enfant's time onward, topography has defined and characterized the capital, resulting in thoughtful relationships between urbanized areas and natural terrain. The natural juxtaposition of highlands and lowlands emphasized by extensive tree cover and tree lines contributes to

Topography has defined and characterized the capital, resulting in thoughtful relationships between urbanized areas and natural terrain.

the area's unique views and vistas, including those seen from topographic vantage points on natural and cultural sites, such as Fort Circle Parks.

Lowland and rim features of the L'Enfant City and environs form the topographic bowl. Its geographic boundaries are the Florida Avenue escarpment (the boundary of the L'Enfant Plan), the Anacostia Hills, and Arlington Hills. The bowl has forested ridgelines punctuated with constructed forms, and provides unobstructed views of the monumental core.

The National Capital Region is divided into two topographical provinces, the Coastal Plain and the Piedmont Plateau. The low-lying, flat Coastal Plain is characterized by many shallow inland bays and meandering tidal rivers. Further west are the low, rolling hills of the Piedmont Plateau. These hills are like stair steps to the higher mountains of the region to the west. Areas of typical Coastal Plain and Piedmont Plateau character have been preserved at the federally owned Beltsville Agricultural Research Center, Patuxent Research Refuge, Manassas National Battlefield Park, Washington-Dulles International Airport, Fort Meade, Marine Corps Base Quantico, and Prince William Forest Park.



The palisades and gorges of the rivers and streams in the region, such as the Potomac Palisades, the gorge surrounding Great Falls, and the fall-line gorge through Rock Creek Valley, are areas of dramatic elevation changes where calm, upstream rivers and creeks converge at spectacular fall lines. The palisades and gorges are predominantly in their natural state, free of intrusive constructed forms.

The Blue Ridge, Bull Run, South Catoclin, and Sugar Loaf Mountains in the western and northwestern part of the region rise above the gently rolling hills of the Virginia Piedmont to their east. These natural forested areas are visible from the suburban locations of the region.

Federal agencies should generally identify appropriate locations for antennas and towers during their master planning process.

These geographic features provide views and vistas of terrain in its natural state, and the higher elevations of these features allow unobstructed views to the lowlands below. However, urbanization and other constructed intrusions threaten to obstruct and diminish these views. For example, construction in recent decades has changed the views to and from the topographic bowl, and further potential threats remain in this and other areas.

East of the region's mountain ranges, creeping suburbanization and the construction of man-made intrusions on the landscape threaten to impair views of the mountains and diminish the aesthetic natural qualities of adjacent historic sites.

The transition from a natural to an urban setting on the higher slopes and crests paralleling the Potomac River and its tributary valleys should remain gradual, and permitted development should not exceed the

Terrain Features

Policies

The federal government should:

1. Protect and enhance the region's unique terrain features. These features include, but are not limited to:
 - The region's rivers and streams, their associated valleys and bluffs, and the shoreline park system.
 - The Blue Ridge, Bull Run, South Catocin, and Sugar Loaf Mountains in the western and northwestern part of the region.
 - The headwater, reservoir, and other scenic and ecologically significant terrain areas along the Patuxent River.
 - The areas of typical Coastal Plain and Piedmont Plateau character.
 - The forested ridgelines of the topographic bowl surrounding the central city of Washington.
2. Ensure that development does not intrude through the ridge and tree lines of natural terrain areas unless it will not impact vistas to and from those areas.
3. Protect terrain features throughout the region through careful design.
4. Discourage the location of towers, antennas, or similar structures in or adjacent to the federal park system, to the extent possible.
5. In rare instances where antennas or towers must be located within a federal park or open space, ensure conformance with the Commission's *Guidelines for Antennas on Federal Property in the National Capital Region* as well as the following:
 - Every effort should be made to avoid locating antennas and tower structures within the viewsheds of established natural and cultural landscapes and open spaces.
 - Innovative designs that reduce the visibility of antennas and towers in a natural setting should be encouraged. The use of compatible alternative tower structures that are similar in design or appearance to trees or other tall features may help to reduce the visual impact of these structures.
6. Along with local agencies, identify appropriate locations for the siting of antennas and towers through their master plans and comprehensive plans, to the extent practical. This should help protect the functional integrity of, and the important view-sheds to and from, federal parks and open space areas.

Terrain Features

Policies

Topographic Bowl

The federal government should:

1. Maintain the prominence of the topographic bowl formed by lowland and rim features of the L'Enfant City and environs by controlling the urban and natural skylines in the Anacostia, Florida Avenue, and Arlington County portions of the bowl as follows:
 - Preserve the green setting of the Anacostia hills and integrate building masses with, and subordinate to, the natural topography.
 - Maintain the Florida Avenue escarpment's natural definition of the L'Enfant Plan boundaries by retaining developments that are fitted to the landforms and by promoting low-rise development that can be distinguished from the greater height of the L'Enfant City's core areas.
 - Within the western portion of the bowl, retain a horizontal skyline by relating building heights to the natural slope and rim areas of Arlington Ridge as viewed from the Capitol, the Mall, and other riverside outlooks.
 - Control the urban skyline in the background areas of the Mall vista, as viewed from the west terrace of the U.S. Capitol, by ensuring consistency with the building height limits specified by Arlington County in an agreement with the Commission for the Rosslyn-Ballston corridor. Exceptional or "bonus" heights should be avoided.

Palisades and Gorges

The federal government should:

1. Maintain the rugged terrain characteristics of the stream valleys.
2. Retain the palisades and gorges of rivers and streams in their natural state.
3. Ensure that the transition from a natural to an urban character remains gradual in the area of palisades and gorges.
4. Maintain the "fall-line" gorge through Rock Creek Valley in its natural condition and keep its transition highlands and rim areas and surroundings free of intrusive constructed forms.

Greenways and Greenbelts

One of the defining characteristics of the National Capital Region is its green setting. Trees, grass, and other plant materials provide a landscape and park-like character. Narrow corridors of natural landscape connect more prominent parks and open space; and significant areas of undeveloped landscape form the basis for a greenbelt around the metropolitan area.

Green Setting

Perhaps the most predominant characteristic of the region's green setting is its abundant tree cover and vegetation, from the urbanized areas of Downtown Washington to the suburbs of Maryland and Virginia. In addition to the aesthetic benefits, tree cover provides environmental and economic benefits by reducing stormwater runoff, air pollution, and energy usage. Plants reduce stormwater runoff by intercepting rainwater, and trees slow storm flow, reducing the volume of water that must be managed at once. In addition, trees and vegetation provide air quality benefits to the region by removing pollutants from the air.

Greenways

From narrow threads of natural greenway to the greenbelt in outlying parts of the region, open space at many different scales contributes to the area's green setting. Greenways typically follow natural or constructed features such as streams or roads, and are used for transportation, recreation, and environmental protection. Greenway systems provide natural buffers that improve water quality, reduce the impacts of flooding, and provide wildlife habitat and corridors. Greenways also promote adjacent economic development and increase the beauty of neighborhoods as well as the value of surrounding properties. These corridors enhance the social and psychological well-being of citizens by providing them with settings in which to spend their leisure time.



Some of the greenway areas in the National Capital Region under federal control include Rock Creek Park, the Fort Circle Parks, Whitehaven Parkway, Klinge Valley Parkway, Glover-Archbold Park, Soapstone Valley Park, Piney Branch Parkway, and Oxon Run Parkway. These natural areas should be protected from border development that would adversely impact their natural resources and visual quality.

Greenbelts

A ring of major open space in the outlying parts of the region could provide a varied greenbelt zone that encompasses continuous wildlife habitats, local recreational amenities, and federal research and training areas. This ring could be formed through a combination of local actions (through limitations on private development) and continuing protection of federal properties within this greenbelt. In order to expand this greenbelt, it must include much more publicly and privately owned open space, incorporate existing local initiatives, and expand upon them. An established greenbelt system also would protect major federal installations, such as Beltsville Agricultural Research Facility, Fort Meade, and Marine Corps Base Quantico, all of which should continue as open space. Implementation of a greenbelt extends beyond the jurisdiction of the federal government to a partnership of local governments and landowners.

Several major federal facilities that could contribute to the greenbelt around the region include: Andrews Air Force Base, Fort Belvoir, Marine Corps Base Quantico, the National Institute of Standards and Technology, the Beltsville Agricultural Research Center, and the Patuxent Research Refuge. There are also wooded, undeveloped buffer areas, such as those along the perimeter of Andrews Air Force Base and Washington-Dulles International Airport, that could augment and enhance the greenbelt.

During the past several decades, the region has experienced a decline in tree and landscape cover due to increasing urbanization and higher attrition rates among trees, dramatically changing the ecology of the area. As the amount of forested area has declined and urban development has expanded, the tree and landscape loss has resulted in an increase in stormwater runoff, decreased air and water quality, and measurable changes in air temperatures from ground surfaces.

Maintaining and restoring tree and landscape cover is a cost-effective way to improve urban infrastructure, and tree cover is a good measure of ecological health. If the remaining tree and landscape cover is to be maintained and enhanced, the condition of existing trees and landscape must be improved; additional trees must be planted; and tree loss must be decreased in new development areas. Strategically planting trees in urban and suburban areas would increase energy savings, air and water quality, and wildlife habitat.

Other measures can be incorporated that balance the urban landscape with the natural ecological system, such as minimizing impervious surfaces and maintaining or restoring trees and vegetative cover.

Adverse development or land uses adjacent to green areas threatens to minimize or decrease their ecological benefits; and public funding is limited for new land acquisition for the development of greenways and additions to the greenbelt. In addition, the amount of greenways is inadequate and public access to many of the region's green areas on federal installations is restricted.

Greenways and Greenbelts

Policies

The federal government should:

1. Protect and maintain existing greenways and enhance greenbelt areas.
2. Support the establishment of new greenways and extensions and connections of new greenways.
3. Increase and conserve the tree canopy and landscape cover in urban areas of the region.
4. Protect and enhance the green landscape and park-like character provided by trees, grass, and other native plant materials in the National Capital Region by removing invasive species and replanting with native species.
5. Maintain large tree preserves and forests as part of future development in the region.
6. Conserve portions of federal installations that contribute to greenway and greenbelt areas.
7. Retain natural wooded buffer areas in the vicinity of federal installations throughout the region.
8. Protect and maintain the narrow threads of natural areas throughout the District, such as Whitehaven Parkway, Klinge Valley Parkway, Glover-Archbold Park, Soapstone Valley Park, Piney Branch Parkway, and Oxon Run Parkway.
9. Incorporate street and shade trees as part of all public development, especially in the District, to help restore the historic green-city setting of the National Capital Region.



Potomac River



Washington Channel

Rivers and Waterways

The waterways of the National Capital Region are an important defining characteristic of Washington, providing inland water routes for trade and transportation in the early days of the nation's capital, and ecological, recreational, and scenic qualities today. There are a great variety of waterways in the region, and along their banks are natural areas, landscaped parks, and developed shorelines.

These ecosystems have unique aquatic plant life and are important for providing shoreline habitat, protecting watersheds, and filtering pollutants.

The Potomac and Anacostia Rivers are the greatest water resources in the region, and the confluence of these rivers form a mighty Y shape in the urban river setting. In addition, other waterways, such as Rock Creek and many unnamed tributaries and creeks, are important open space resources with fragile ecosystems. These ecosystems have unique aquatic plant life and are important for providing shoreline habitat, protecting watersheds, and filtering pollutants. Natural shorelines can be found along the Potomac and Anacostia Rivers, both inside the District and throughout the region. Water resources of special ecological importance along

the Potomac and Anacostia Rivers can be found in areas such as the Kenilworth Park and Aquatic Gardens, the coves and headlands south of Mount Vernon, Great Falls, Dyke Marsh, and the Gaps at Point of Rocks. Mason Neck, Kenilworth Marsh, Oxon Cove, Fox Ferry Cove, Smoot Cove, Broad Creek, and Piscataway Creek are important conservation and wildlife refuge areas.

Urbanization in the National Capital Region has deteriorated, and in some cases destroyed, riverine habitat, reducing the natural ecological function of the waterways and decreasing their landscape, wetland, and riverbank conditions. Channelization, undue siltation, intermittent flows, and covering over have harmed both the rivers and the adjacent shorebanks. Encroachment by urban development has destroyed the natural floodplain and wetland areas of the Anacostia River Valley, and both the Potomac and Anacostia Rivers have poor water quality: swimming, boating, and fishing are discouraged, as well as water-oriented tourist activities. Adjacent development and transportation infrastructure also take their toll, as bridges disturb unique local riverine habitat, and paved impervious areas inhibit the filtration of rain runoff, as at the Pentagon's north parking lot along Boundary Channel.



The character of waterfront areas should reflect great variety, ranging from the developed shoreline in Georgetown, Old Town Alexandria, the Southwest Waterfront, the Southeast Federal Center, and Washington Navy Yard areas, to the more natural treatment along the shorelines of the Upper Anacostia and Potomac Rivers. Future development areas of intense activity should be carefully controlled and limited to selected key locations, such as the area around Buzzard Point, South Capitol Street, Poplar Point, and National Harbor. Development along the Potomac and Anacostia Rivers, including new roads and freeways, and concentrated governmental or institutional land uses that create barriers, should be designed to allow the public maximum visual and physical access to the waterfront. In other areas, the natural or landscaped character of the shoreline should be restored and preserved. The recreational uses of the rivers should be increased while simultaneously protecting the integrity and health of the shoreline ecosystem.

The closer a building is to the shoreline, the lower the profile should be. In areas characterized as urban waterfronts, such as the Georgetown Waterfront, the Southwest Waterfront, and areas near the Southeast Federal Center/Washington Navy Yard, there may be defined areas where building heights can be expected to be higher. Streets near shorelines where higher building heights could be focused include, but are not limited to, L'Enfant vistas such as South Capitol Street; New Jersey and Potomac Avenues; M Street, SE; and K Street, NW. Areas of lower building heights should generally include National Park Service lands and other parklands and natural areas.

Rivers and Waterways

Policies

The federal government should:

1. Protect the scenic and ecological values of waterways and stream valleys.
2. Restore forested buffers along waterways and stream valleys.
3. Protect and, where necessary, restore the region's unique river-related features in their natural state. Such features include the Kenilworth Aquatic Gardens and marsh, the coves and headlands south of Mount Vernon, Great Falls, and the gaps at Point of Rocks.
4. Protect, restore, and enhance the Anacostia and Potomac Rivers as great open space resources and as recreational amenities, including shorelines and waterfront areas along rivers.
5. Improve the quality of water in the Anacostia and Potomac Rivers to allow for both restored natural habitats and increased recreational use.
6. Retain shoreline areas in their natural condition or appropriately landscape the water's edge.
7. Manage all lands along the Anacostia and Potomac Rivers in a manner that encourages the enjoyment and recreational use of water resources, while protecting the scenic and ecological values of the waterways.
8. Retain both privately and publicly owned land along waterways in a natural state, except in areas that are determined appropriate for development.
9. In urban waterfront areas that are determined appropriate for development:
 - Avoid construction in environmentally sensitive areas.
 - Restore, stabilize, and/or improve and landscape degraded areas of shorelines.
 - Limit development along or near the shoreline and integrate it with the generally low and continuous line of river embankments.
10. Avoid physical barriers to the waterfront, and long, unbroken stretches of buildings or walls along waterfronts.
11. Determine building height along or near the shoreline based on the building's proximity to the shoreline.
12. Design and locate bridges so that they minimally affect local riverine habitat, waterways, shorelines, and valleys.
13. Encourage swimming, boating, and fishing facilities, as well as water-oriented tourist activities, on the Anacostia and Potomac Rivers.
14. Ensure that the shorelines and waterfronts of the Anacostia and Potomac Rivers remain mostly publicly owned and that privately owned parks provide shoreline continuity through parks and promenades.
15. Discourage large paved parking areas and other non-water-related development along the Anacostia and Potomac Rivers. Where large paved areas are required, preference should be given to using pervious surfaces. Existing large parking areas, such as the Pentagon's north parking lot along Boundary Channel, should be removed as soon as feasible and restored to a landscaped condition with active or passive recreational uses.

Trails

There are hundreds of miles of trails in the National Capital Region, definable by use, purpose, topography, surface, and system. Trails range from those that are carefully designed and constructed according to standard techniques to nonconstructed trails that generally evolved informally from use.

National trails are part of a federally designated system of trails incorporating recreational, scenic, and historic trails.

Pedestrians use trails for walking, jogging, running, and skating. Trails that are appropriate for these purposes are typically heavily used and often accommodate people in wheelchairs. Other trails are used for more specialized purposes, such as bicycling or horseback riding. Watercraft use specially designated waterways as trails. Some trails are interpretive, with limited access to or around popular features, such as lakes. While all these trails are used for recreational purposes, pedestrian and bicycle trails are frequently used by commuters as well.

The topography and surface of trails can vary widely. From generally flat trails that may have no more elevation change than broad gentle dips, to steep or rugged trails with switchbacks and retaining walls or stone or log steps, trail surfaces can range from pavement or boardwalk to unpaved dirt or gravel. Often, the same trail will have varying degrees of improvements, and may be a hybrid of different types.



Patuxent Research Refuge

Trails in the National Capital Region often belong to one or more trail systems: local, regional, or national. Local trail systems, such as the Mount Vernon Trail, the Fort Circle Park system, and the Chesapeake and Ohio Canal Towpath, often have historic or especially scenic destinations and routes, and many are incorporated into larger regional trail systems. For example, the Fort Circle Park system was created from the former Civil War Defenses of Washington, and the proposed Fort Drive to connect them was part of the McMillan Commission's plan for the parks of the nation's capital in 1902. Although never completed, starting in the 1930s the federal government acquired substantial amounts of the land for the proposed Fort Circle Drive. Finishing a continuous trail as originally proposed could serve local and regional needs and accommodate educational as well as recreational purposes for both residents and tourists. (Maps on page 123 depict historic Civil War Defenses and NPS' Fort Circle Parks Plan.)

The Blue Trail is another example of a local trail system. A "blue trail" for paddle and rowing crafts on Washington's waterways would include signage and landing facilities along the Potomac and Anacostia Rivers, especially at key destinations such as the National Arboretum, Kenilworth Aquatic Gardens, and other public and private attractions.

Regional trail systems, such as the East Coast Greenway, the American Discovery Trail, and the Potomac Heritage Trail, incorporate local trails into a larger network of trails over a broad geographic area. The East Coast Greenway, for example, is a long-distance city-to-city corridor for cyclists, hikers, and other nonmotorized users. It connects existing and planned trails that form a continuous safe, green route. The National Mall, Memorial Bridge, and the Mount Vernon Trail are official portions of the East Coast Greenway. The American Discovery Trail, stretching from the Pacific to the Atlantic runs through the NCR.

National trails are part of a federally designated system of trails incorporating recreational, scenic, and historic trails. The U.S. Congress established the system to incorporate existing trail systems and add connections between them.

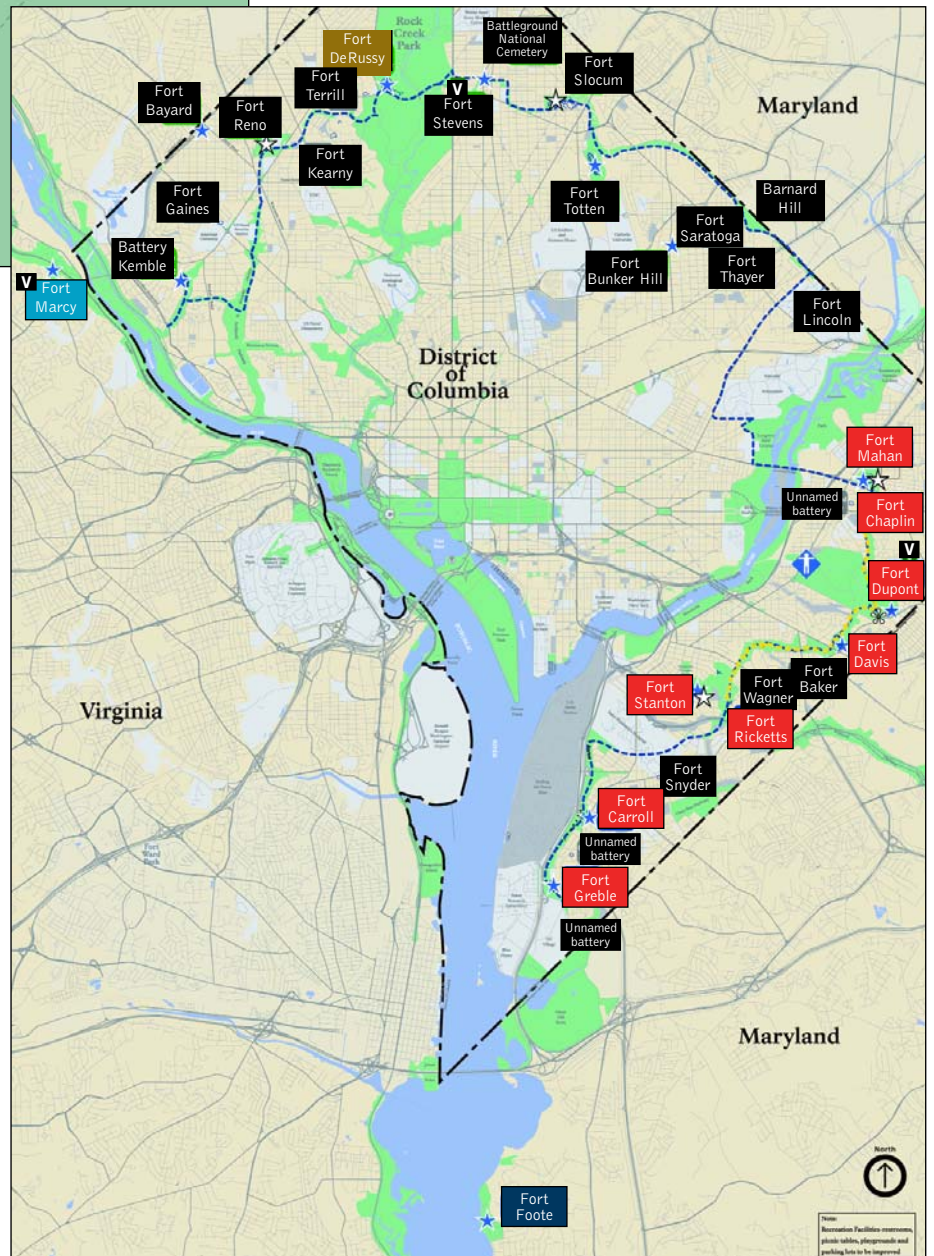


Civil War Defenses, 1865

- National Park Service site
- Forts and batteries on private property
- Managed by another public agency

Fort Circle Parks Plan

- NPS site - National Capital Parks, East
- NPS site - Rock Creek Park
- NPS site - GW Parkway
- Non-NPS Ownership
- Existing Trail (hiking/biking)
- Walking Trail (proposed)
- Visitor Facility (proposed)
- Earthworks (existing)
- Earthworks (no longer extant)
- Activity/Education Center
- Fort Dupont Improvements



Maps: Courtesy of the National Park Service

Although the trail system throughout the region is extensive, there is a demand for more trails of all types as the urbanized area encroaches on existing trails. Some of these demands could be met by providing better connectivity between trail systems, and more access points to existing trails. Greater regional issues could be addressed by tying together the local and regional trails to the trails of the national trail system. Additionally, many trails do not meet current national trail standards. National trail standards take into account intended trail uses, user preferences, proximity to sensitive resources and other criteria and assign each trail to an appropriate trail class. Each trail class prescribes the appropriate level of improvements necessary for that trail. In addition, maintenance on

some trail systems is inadequate. Existing trails should be better maintained and upgraded, with recurring activities such as litter clean-up, sweeping, brush-cutting, painting, and minor bridge repair and construction of support facilities such as benches, picnic tables, and kiosks.

Using federal assets such as bridges, trestles, and tunnels through extant railroad, utility, and highway corridors, and developing other trails through federal civilian and military installations, the trail system could be augmented and expanded regionwide. In order to appeal to a variety of trail users, trails should connect to Metro stations, employment centers, and shopping areas.

Trails

Policies

The federal government should:

1. Develop new trails and complete partial trails that connect to parks, schools, businesses, and other community amenities to provide a system of contiguous regional trails for extensive recreational and transportation use. Examples of trails to be completed include:
 - Anacostia Riverwalk Trail
 - Metropolitan Branch Trail
 - Potomac Heritage Trail
2. Connect local trails to regional and national trail networks.
3. Use federal infrastructure to develop and connect trail systems.
4. Maintain and improve trail quality for a variety of users, as appropriate.
5. Protect trails from adjacent incompatible development.
6. Protect environmentally significant land adjacent to trails.
7. Develop a “blue trail” on Washington’s waterways.
8. Complete the Fort Circle Park trail system as a continuous trail, linking the historic Civil War Fort sites within the District. Existing street rights-of-way should be used when necessary to connect the various sections of the Fort Circle Parks. The existing hiking trail through Glover-Archbold Park should link the Fort Circle Parks trail system with the C&O Canal trail.

Gateways

A gateway is a point of arrival, a transition point that can have varying dimensions, such as the point where a scenic view or vista comes into sight, or the terminus of a journey, such as an airport or a train station. In the National Capital Region, gateways include major roads, highways, and transportation terminals. These approaches to Washington are important to how visitors, residents, and workers experience the capital.

The points where gateway routes enter the District of Columbia are of special significance. These entry points, and adjacent development, should provide an appropriate sense of transition and arrival, requiring careful design on both sides of the District boundary. The boundary streets of the District are defining features of Washington and should be enhanced and specially treated.

The major approaches to the region should be dramatic in appearance, but pleasant and functional, with a strong sense of arrival. Visitors and residents should enjoy the experience of entering a special place through gateways that are protected from unattractive development and designed and maintained in a manner consistent with their special role.

Special care, too, should be given to the points where gateway routes provide views of the monumental core, especially where such views first appear when approaching the core. These important views should be protected from signage and other intrusions, and enhanced by landscaping that is carefully designed and maintained to frame those views. View corridors to

the monumental city of Washington—such as those experienced when traveling southbound on the George Washington Memorial Parkway atop the Potomac Palisades, or northbound along the Parkway from Alexandria—should be maintained and protected for the enjoyment of all. Underdeveloped gateways, such as New York Avenue, NE and South Capitol Street, should be improved to provide a positive image of the nation's capital and a dignified route to the monumental core from the Baltimore-Washington Parkway and Suitland Parkway, respectively.

The federal government should work with local agencies to ensure the protection and enhancement of gateway routes through the appropriate regulation of nearby development, including scale and use. Where development is unavoidable (such as the Potomac Yards project), it should be carefully designed to avoid detracting from the scenic qualities of gateways and parkways. Where existing development is of an inappropriate character (such as along portions of New York Avenue), redevelopment should be encouraged to enhance the qualities of the gateway or parkway. Limiting advertising signs and erecting sound and noise attenuation walls complements their overall appearance. Gateways should have street trees and attractive street amenities in urban or densely developed areas and should not be encroached upon by new buildings.

The federal government should work with local agencies to ensure the protection and enhancement of gateway routes.

Gateways

Policies

The federal government should:

1. Work with local jurisdictions to ensure the protection and enhancement of gateway routes.
2. Regulate the scale and use of nearby development.
3. Improve and visually enhance gateways with street trees and attractive street amenities.
4. Improve South Capitol Street between the Suitland Parkway and the U.S. Capitol with open space amenities consistent with the *Legacy Plan*.
5. Improve New York Avenue as an extension of the Baltimore-Washington Parkway.

Parkways

A parkway is a linear, landscaped park designed to encompass a roadway that is restricted to use by automobiles. Although the first concept of parkway design in the District of Columbia was identified by Pierre L'Enfant in his eighteenth-century plan for the city, the first parkway in Washington, D.C. was not approved until 1902, when it was identified for use by bicyclists and horse-drawn carriages.

There are five major parkways in the National Capital Region under the jurisdiction of the National Park Service, and several smaller adjacent connecting roads with parkway characteristics. The Rock Creek and Potomac Parkway, the George Washington Memorial Parkway, the Clara Barton Parkway, the Suitland Parkway, and the Baltimore-Washington Parkway all have open qualities worthy of preservation, and are characterized by their scenic or pastoral views.

The Rock Creek and Potomac Parkway

The Rock Creek and Potomac Parkway is the first federally constructed parkway and one of the best examples of early parkway design. Authorized in 1913 to enable the reclamation and conservation of the polluted Rock Creek, which had served as a dumping ground for nearby industries and tenement dwellers, it provides a scenic drive between the monumental core and Rock Creek Park. It is noteworthy for the graceful path it makes along the creek, into the cavernous valley where Rock Creek begins. The Rock Creek and Potomac Parkway links two major parks—the National Zoological Park to the north and the Potomac River parks to the south.

The George Washington Memorial Parkway

The first section of the George Washington Memorial Parkway, the Mount Vernon Memorial Highway, was developed in 1932 as a memorial to George Washington. That section of the parkway was intended to connect the historic site of Mount Vernon, where he lived, to the nation's capital, which he founded. With its natural scenery along the Potomac River, the parkway is used to travel to historical, natural, and recreational areas, offering respite from the urban pressures of metropolitan Washington. Although the parkway is considered a commuter route by many local residents, its scenic and historic qualities are more important than its traffic-carrying role.

The Clara Barton Parkway

The Maryland side of the George Washington Memorial Parkway is a short segment named in honor of Clara Barton. It runs along the Maryland shore of the Potomac River between the District of Columbia and the Capital Beltway. Dotted along the parkway are several small access points to the adjacent C&O Canal towpath.

The Suitland Parkway

The Suitland Parkway was opened in 1944. It connects Andrews Air Force Base to South Capitol Street, a major link to the U.S. Capitol used by visitors and commuters approaching the nation's capital from the east. The White House, congressional and military personnel, and foreign dignitaries who fly into and out of Andrews Air Force Base frequently use the parkway. The parkway often provides foreign heads of state with their first views of the United States.

The Baltimore-Washington Parkway

The Baltimore-Washington Parkway opened in 1954. It is a 29-mile scenic highway that connects Baltimore, Maryland with Washington, D.C.

Visual and physical encroachment on and adjacent to parkways is an important challenge threatening the scenic and pastoral qualities of parkways in the National Capital Region. In recent years, development adjacent to parkways has threatened to encroach on—and, in some cases already has encroached on—the viewshed from parkways and associated parklands. Continued development pressures could result in more structures that are visible from the roadway. In addition to buildings, demand for new Metrorail lines and parkway interchanges due to development pressures continues to threaten the scenic views and vistas of the parkways. For example, the recent extension of Metrorail’s Green Line to Branch Avenue required spanning the Suitland Parkway with elevated rail tracks. Likewise, another challenge is protecting the historic designed landscape and parkway qualities from being compromised by the application of federal freeway design standards. Safety is important, but a balance must be achieved to preserve the scenic qualities and design character of historic parkways.

Visual and physical encroachment on and adjacent to parkways is an important challenge threatening the scenic and pastoral qualities of parkways in the National Capital Region.

Parkways

Policies

The federal government should:

1. Maintain parkways as scenic landscape corridors, and protect their historic aspects.
2. Encourage local jurisdictions to plan for and zone development in such a way that it is not visible from parkways.
3. Encourage local jurisdictions to minimize—through planning, regulation, and careful design—the impact of development that is visible from parkways.
4. Where transportation system impacts are unavoidable, require action to minimize and mitigate these impacts to maintain parkway characteristics.

.....ComprehensivePlan
for the National Capital

Federal Environment

Element

.....ComprehensivePlan
for the National Capital



Federal Elements

Federal Environment

contents

131	Introduction
133	Policies
133	Air Quality
136	Water Quality
140	Water Supply
141	Land Resources
147	Human Activities

.....ComprehensivePlan
for the National Capital

Introduction

Federal Environment

It is the goal of the federal government to:

Conduct its activities and manage its property in a manner that promotes the National Capital Region as a leader in environmental stewardship and preserves, protects, and enhances the quality of the region's natural resources, providing a setting that benefits the local community, provides a model for the country, and is worthy of the nation's capital.

The National Capital Region's natural resources have influenced its development throughout its history, from its agricultural beginnings and early port cities to the siting of the capital city at the confluence of two rivers. The region's dramatic topography, extensive forests, and varied waterways give the national capital a unique environmental setting that has been respected and protected for many generations. Today, even as these environmental resources continue to be highly valued, the National Capital Region has become one of the nation's largest metropolitan areas, with ongoing growth in population, jobs, and visitors. This growth is placing a strain on the region's environmental qualities.

The federal government takes a strong interest in protecting the region's environment, and has a significant influence on it, for a variety of reasons:

- The federal government owns a large portion of the region's land, as well as much of its water area, including many key environmental resources. The federal government is also the region's single largest employer, tenant, and building owner. As a result, the government's environmental stewardship has a significant impact on the region's overall environmental quality.
- As a permanent presence in the region, the federal government can maintain a long-term perspective on the region's environmental quality.
- The nation and world look to the National Capital Region as a symbol and model for effective governance. Environmental policy in this region, therefore, has a significant impact far beyond the immediate environment of the region.

- The region is interconnected to environmental resources beyond its borders. As a result, environmental policies within the region affect populations and ecosystems beyond those of the region itself.
- As home to the government agencies that set policies for the nation, the region often plays a role in testing innovative policies and demonstrating the benefits of sound environmental stewardship.

The National Capital Region needs to accommodate a wide variety of operations and symbolic functions of the federal government. These federal activities are part of a complex regional economy and the human needs of millions of residents and visitors. As in any metropolitan area, the desire is to accommodate these human activities with minimal disruption to environmental resources. This is often best achieved by concentrating human activity, resulting in a relatively small amount of environmental impact compared to the more widespread impacts of dispersing these activities over a wider portion of the region or nation. Sound planning recognizes the value of intense development as a necessary part of the protection and enhancement of natural resources. Some policies may be more relevant to rural or less developed areas than to areas that are urbanized or well served by transit.

The Federal Environment Element identifies the Commission's planning policies related to the maintenance, protection, and enhancement of the region's environment. The element provides an overall framework from which the Commission and others can evaluate the environmental implications of federal projects, and facilitate coordinated management of environmental resources among

The National Capital Planning Act of 1952 recognizes the Commission's interest in the region's environment by giving the Commission the responsibility "to preserve the important...natural features of the national capital."



agencies. The element also serves to convey the Commission's environmental policies to other federal agencies, to local governments and coordinating bodies such as the Metropolitan Washington Council of Governments (MWCOG), and to citizens and advocacy groups.

In the early stages of developing proposals—e.g., site selection—federal agencies should consult with the Commission to ensure that environmental issues are identified and considered. Federal agencies should also work in cooperation with representatives from state and local governments and adjacent communities in applying the policies of this element to manage the region's environmental resources.

Related guidance is also provided in other elements such as Parks and Open Space; Transportation; and Federal Workplace. The following sections outline the major features of the region's environment and state the Commission's policies.

Legislative and Regulatory Framework

The federal government has been at the forefront of creating innovative solutions to environmental problems. Over the years, and due mainly to increased public scrutiny and well-publicized environmental justice issues, programs to improve the quality of the environment have been developed not only at the federal level, but at state and local levels as well. Several Presidential Executive Orders and local initiatives encourage federal and local governments to assume a leadership role in improving the environment.

A number of environmental laws define the federal government's formal responsibility for protecting and conserving environmental resources. These laws are primarily administered by the U.S. Environmental Protection Agency (EPA), which develops and enforces regulations that implement environmental laws. EPA is also responsible for researching and setting national standards for a variety of environmental programs.

Federal agencies must comply with environmental laws, which cut across nearly all federal programs, in carrying out their activities. The primary environmental law applied to all federal activities is the National Environmental Policy Act of 1969 (NEPA), which requires federal agencies to evaluate the effect of their actions on the quality of the human environment. Federal agencies must document these impacts as part of their decision-making process, and must provide this documentation to the Commission for its review of agency proposals. NEPA's requirements are further defined by the Council on Environmental Quality's (CEQ) regulations for implementing the procedural provisions of NEPA. Meeting NEPA and CEQ requirements will help the Commission and submitting agencies assess and properly address environmental impacts early in the master planning and project planning processes. Additional laws cover specific environmental topics such as clean air, water, and waste materials.

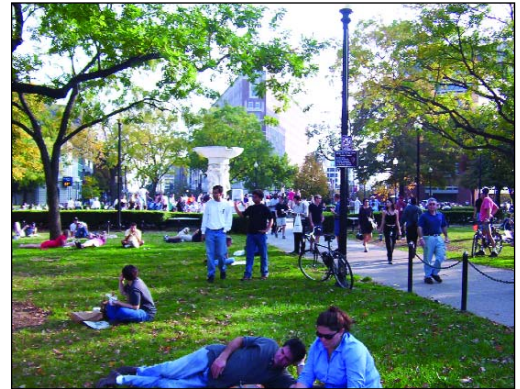
The strong federal presence in the National Capital Region and the proximity of many federal facilities to significant natural resources (e.g., parks, open spaces, and waterways) make it imperative that special efforts be made by federal facilities to follow the spirit, as well as the letter, of the policies embodied in NEPA and other laws.

Policies

Air Quality

Air quality has steadily become a major environmental concern for the region. Although the region has not historically had a significant amount of “smokestack industry,” the growing usage of automobiles has made air quality one of the region’s leading environmental issues. In addition to detrimental effects on human health, air pollution degrades visibility that is especially critical to the region’s historic viewsheds. Air pollution, and accompanying “acid rain,” also cause the deterioration of sensitive materials in many historic federal buildings, memorials, and other structures.

Due to the significant federal presence in the region, the federal government’s activities and policies can have a major impact on air quality. Federal government employees set an exemplary standard of high usage of public transit, providing a model for other employers. Nonetheless, the federal government should increase its efforts to promote transit usage through operational policies and the location and design of its facilities. (See the Federal Workplace and Transportation Elements for additional information on this topic.)



Light Pollution

One major usage of electric power is for lighting, a desirable aid to human activity but one whose overuse has led to the phrase “light pollution.” Lighting becomes an irritant when it is at excessive levels, or involves excessive levels of contrast. This irritation is itself a problem for the comfort of the human environment. Unnecessary lighting increases the need for power generation, contributing to air pollution. Excessive lighting can also affect wildlife, causing navigation problems for migratory animals, for example. The cumulative effect of our nighttime lighting produces the “sky glow” that is typical of urbanized areas, detracting from human appreciation of the nighttime sky.

The use of lighting should be carefully designed and controlled to best derive its benefits while minimizing these

negative impacts. Lighting is often desirable to enhance safety and security, but this benefit can sometimes be obtained with motion-sensitive lighting fixtures, or with lower lighting levels that avoid sharp contrasts and glare. Lighting also provides aesthetic benefits, such as highlighting our government’s symbolic buildings and memorials for nighttime viewing. Buildings can also be designed to make better use of natural daylight, and energy-saving light fixtures can further reduce power requirements. With careful design, lighting can contribute greatly to human comfort, particularly to the operation and enjoyment of the national capital, while keeping negative impacts to a minimum.

Some federal activities contribute to stationary-source air pollution: emissions from heating and air conditioning systems; power generation facilities; and waste incinerators. Federal agencies should strive to minimize power usage, promote alternative fuel sources, and use environmentally friendly building design and mechanical systems (often referred to as “green” building technology). Incineration of waste should be avoided, particularly when there is potential for the release of toxic chemicals.

Air quality standards are developed by government agencies (such as the Environmental Protection Agency) as well as non-governmental groups (such as the U.S. Green Building Council’s “Leadership in Energy and Environmental Design” (LEED) standards).

In accordance with the Clean Air Act of 1990, the U.S. Environmental Protection Agency (EPA) has established National Ambient Air Quality Standards (NAAQS) for six “criteria pollutants”: carbon monoxide, lead, nitrogen oxide, ozone, particulate matter, and sulfur dioxide. Areas where a criteria pollutant level exceeds the National Ambient Air Quality Standards are designated as being in non-attainment status. EPA has designated the Washington metropolitan area as a “severe non-attainment area” for one pollutant—ozone—for the one-hour standard effective March 25, 2003. The area maintains a “moderate non-attainment” standard for the eight-hour standard. High ozone levels are primarily caused by “mobile source emissions”—exhaust from cars, trucks, and buses. To meet EPA criteria, the region must reduce vehicular use and encourage alternative-fuel vehicles.

Ozone levels are subject to fluctuation based on weather conditions. Solar energy drives the chemical reaction that produces ozone; air currents disperse the ozone away from the urbanized areas where it is most intensely generated. As a result, the highest ozone levels tend to be on hot days with stagnant air. These weather conditions can often be predicted, leading to the designation of “Ozone Action Days,” when special measures can be taken to temporarily reduce the emissions that contribute to ozone. Examples include postponement of optional motorized activities such as lawnmowing or road paving; reduced-rate or free transit to reduce automobile usage; and allowing employees to work from home. These measures can help address the episodic nature of this type of air pollution.

Indoor air quality is also a concern at federal facilities. Federal agencies should carefully choose building materials, and design appropriate ventilation systems, to ensure a healthy working environment.

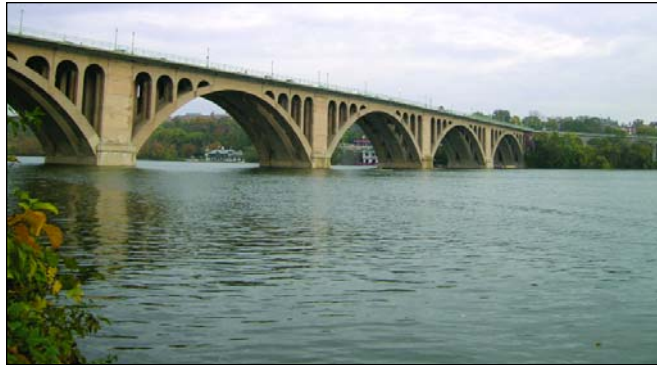
The federal government should continue to demonstrate its leadership in addressing the region’s air quality concerns through the national standards established by EPA, as well as through the local practices of federal agencies and their employees.

Air Quality

Policies

Federal actions in the region should conform to the following policies:

1. Mobile sources of air pollutants should be reduced by:
 - Encouraging federal, state, and local governments as well as private employers to support improvements to and utilization of public transportation systems.
 - Further decreasing federal employee usage of single-occupant vehicles through operational policies, such as Transportation Demand Management techniques, and the location and design of workplace facilities.
 - Encouraging further usage of alternative “clean” fuels (e.g., hybrid, fuel cell, compressed natural gas, and “clean” diesel fuels).
 - Encouraging the usage of aircraft that meet or exceed emission standards set by the U.S. Environmental Protection Agency.
2. Stationary sources of air pollutants should be reduced by:
 - Minimizing power generation requirements, such as by utilizing best available “green” building systems and technologies.
 - Utilizing non-polluting sources of energy (e.g., solar energy).
 - Encouraging the development and use of alternative energy sources to reduce the reliance on fossil fuels.
 - Carefully controlling the incineration of waste materials, particularly those that may contain toxic substances.
3. Indoor air quality should be promoted by using environmentally friendly (“green”) building materials, construction methods, and building designs.
4. In response to Ozone Action Days, federal agencies should take measures to temporarily reduce the generation of emissions that contribute to ozone formation.



Since the 1970s, federal water regulations have been guided by the Clean Water Act; further guidance is provided by the Environmental Protection Agency along with state and local government agencies.

Water Quality

The region's rivers, streams, and groundwater are critical natural features and wildlife habitats, and are important for human usage and enjoyment. Sources contributing to water pollution are varied. In the Washington area, major point source pollution is discharged from the region's sewage treatment plants and combined sewer overflows; non-point source pollution is produced principally from stormwater and agricultural runoff. Industrial discharges, characteristic among most large metropolitan areas, are less of a concern for the region.

Urbanization has contributed to changing the hydrology of the region. Existing older stormwater management systems—primarily within the District of Columbia—are not always adequate to handle runoff caused by extensive impervious surfaces. The ongoing creation of new impervious surfaces—primarily in the outlying parts of the region—is creating problems of excessive runoff. Chemicals used for remaining agricultural areas can also harm the quality of the region's water. As these various pollutants collect in the water system, the natural direction of water flow concentrates these problems in the District of Columbia and areas further downstream.

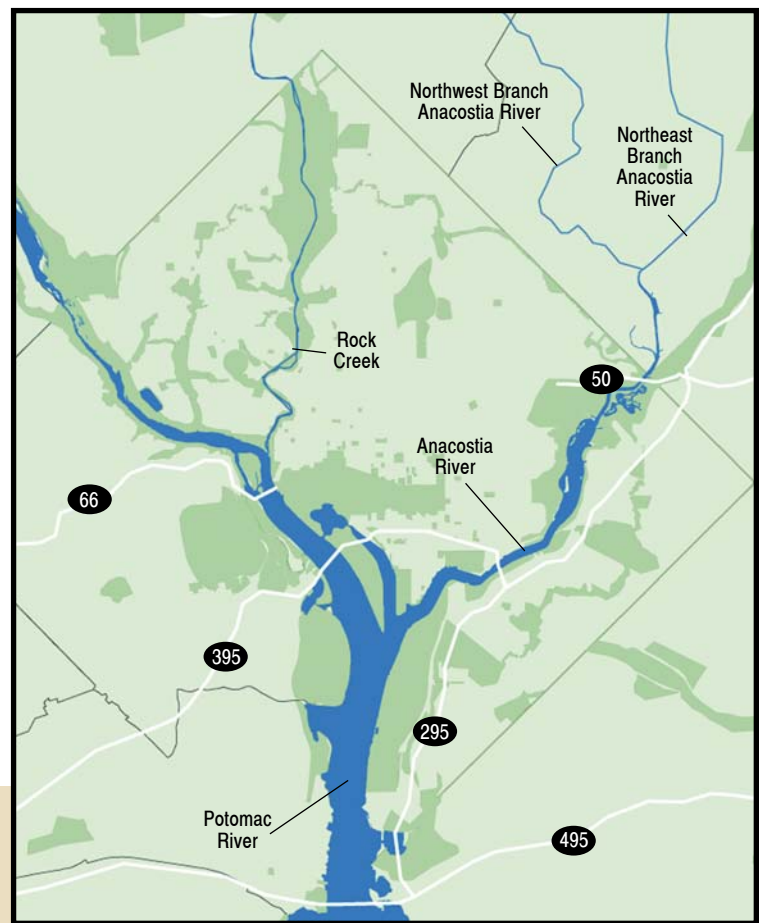
By the late 20th century, the Potomac and Anacostia Rivers had suffered serious deterioration in water quality. Fishing in many areas was banned and human contact with the water was discouraged. In response, public and government concern has been growing about water quality and the environmental impact of the region's continued growth. Several major efforts are underway to address these issues, including the Chesapeake Bay 2000 Program (see p. 146) and the Anacostia Waterfront Initiative (see Parks and Open Space Element, p. 111). Some solutions will involve more careful and coordinated regulation of future land development and densities to minimize impervious surface, control runoff, and ensure appropriate buffer areas along rivers, streams, and other sensitive areas. Other solutions will require costly modernization of sewer and stormwater management systems. Contingency plans are also needed to respond to emergency contaminations. Federal, state, and local government agencies will all have a contributing role in the full range of solutions. MWCOG is a focal point for coordinating planning efforts in the region between local, state, and federal agencies.

As further emphasis is placed on development opportunities along portions of the area's waterways, the importance placed on the quality of the region's water will increase. The federal interests, goals, and policies that are outlined in this element are directed at protecting the region's waterways for generations to come.

The Chesapeake Bay 2000 Program is an initiative that has been developed to protect, restore, and enhance the Chesapeake Bay and the natural resources that rely on the Bay's continued good health.



Major Waterways in the District of Columbia



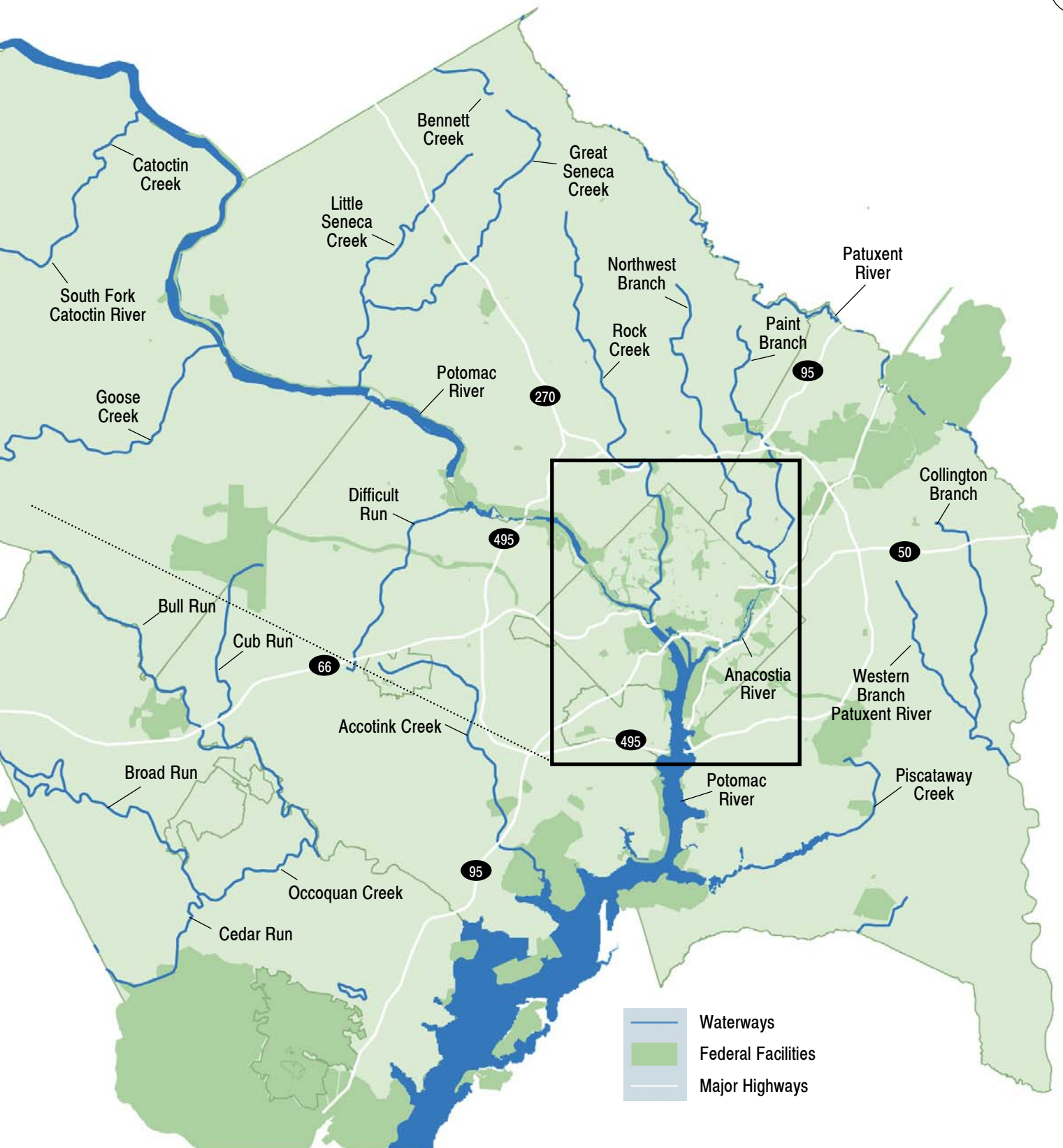
Water Quality

Policies

Federal actions in the region should conform to the following policies:

1. Upgrade water supply and sewage treatment systems, and separate storm and sanitary sewers, to avoid the discharge of pollutants into waterways.
2. Avoid thermal pollution of waterways, and provide and maintain adequate vegetated buffers adjacent to bodies of water, to protect fish and other aquatic life and to reduce sedimentation and pollutants.
3. Minimize tree cutting and other vegetation removal to reduce soil disturbance and erosion, particularly in the vicinity of waterways. When tree removal is necessary, trees should be replaced to prevent a net tree loss.
4. Control the use of pesticides, herbicides, fertilizers, chemicals, oil, salts, and other threats to prevent the pollution of groundwater and waterways.
5. Use pervious surfaces and retention ponds to reduce stormwater runoff and impacts on off-site water quality.
6. Avoid actions that could have significant long-term adverse effects on aquatic habitats. Such actions include dredging and filling operations that disrupt and destroy aquatic organisms.
7. Encourage the use of innovative and environmentally friendly “Best Management Practices” in site and building design and construction practice, such as green roofs, rain gardens, and permeable surface walkways, to reduce erosion and avoid pollution of surface waters.
8. Require wastewater reduction through conservation and reuse in all new federal buildings and major federal renovation projects.
9. Encourage participation in regional agreements and programs that improve water quality and address watershed issues.

Major Waterways in the National Capital Region



Water Supply

The Potomac River supplies about 79 percent of the area's water. The Washington Suburban Sanitary Commission's Patuxent River Plant and Fairfax County Water Authority's Occoquan River Plant provide the region's balance in roughly equal proportions. Despite occasional low flows in the Potomac River, and ongoing growth in the region, MWCOG projects that the region has sufficient water supply to accommodate expected demands.

The National Capital Region has sufficient water supply to accommodate expected demand.

The region's major water supply agencies cooperate on water supply operations in the Potomac watershed, essentially operating as one entity in sharing water across the Potomac, Patuxent, and Occoquan basins during periods of low flow. In the event that a drought were to

lead to actual water supply shortages, the existing system would equitably allocate the water that can be drawn from the Potomac River and impose a set of rules for implementing restrictions.

Federal government operations are dependent on the local water supply system. The federal government should strive to limit water consumption by selecting drought-tolerant landscaping at federal facilities and using new technologies for water recycling. The federal government, along with state and local authorities, has a responsibility to help ensure that the water supply is protected from accidental or terrorist contamination, and that the future water supply is adequate for federal facility operations, private-sector activities, and the general public.

Water Supply *Policies*

Federal actions in the region should conform to the following policies:

1. Encourage the natural recharge of groundwater and aquifers by limiting the creation of impervious surfaces, avoiding disturbance to wetlands and floodplains, and designing stormwater swales and collection basins on federal installations.
2. Promote water conservation programs and the use of new water-saving technologies that conserve and monitor water consumption in all federal facilities.
3. Encourage the implementation of water reclamation programs at federal facilities for landscape irrigation purposes and other appropriate uses.

Land Resources

The environment of the National Capital Region contains a wide variety of land resources, many of which are particularly sensitive to human intervention. These include floodplains, wetlands, sensitive soils, vegetation, and wildlife habitats. These features are important to the environmental well-being of the region and provide a unique scenic resource, but many have been lost or altered as a result of development. The concentration of federal facilities in this area, and the growth of new facilities, have contributed to increasing pressures on the region's land resources. The environmental and public benefits derived from these resources should be considered during the planning and development process to ensure conservation and balanced management of the region's ecosystem.

Environmental regulations, such as NEPA and the Endangered Species Act of 1973, help diminish adverse impacts on land resources and have better equipped federal agencies to protect these resources as they implement their development needs.

The “Best Management Practices” developed by government agencies and other experts provide additional guidance. Consultation with local governments is particularly important to assure consistency with local data and policies.

As federal agencies conduct their activities and fulfill their missions, some development within sensitive areas may be unavoidable. The policies included in this element guide federal agencies in developing plans and programs that protect and conserve endangered and threatened species; preserve and enhance the natural value of wetlands; and avoid the impacts associated with the occupancy and modification of floodplains.

The floodplains and wetlands that comprise much of the Chesapeake Bay's watershed and tributaries are home to more than 3,600 species of plants, fish, and animals.



Patuxent Research Refuge

Floodplains

Floodplains are the land areas near waterways that are subject to periodic flooding. Floodplains perform important water management functions, including temporarily storing groundwater, which helps to reduce peak flows; maintaining water quality; recharging groundwater; and preventing erosion. Floodplains can also provide wildlife habitat, recreational opportunities, and aesthetic benefits.

The federal government maps floodplain areas to aid in planning for human activity and investment. Federal policy discourages placing permanent facilities in floodplains or altering the natural function of the floodplains.

Extensive federal property in the region is located in floodplain areas. Some of this is used appropriately for parkland and memorials, or developed with water-related uses such as boathouses. Other unrelated federal facilities have also been historically placed in these sensitive areas, and their continued use is likely. Planning and ongoing operations at flood-prone facilities should involve the preservation of the floodplain to the extent possible.

Land Resources

Policies

Floodplains

Federal actions in the region should conform to the following policies:

1. Prohibit highly flood-sensitive activities (e.g., archival storage, or activities that generate potential pathogenic and toxic substances) in floodplain areas.
2. Encourage modification of existing developments to correct flood hazards and to restore floodplain values. If the necessary modifications cannot be accomplished, the buildings should be removed when feasible to allow restoration of the natural values of the floodplain.
3. Discourage investment in floodplain areas unless related to correcting flood hazards, restoring floodplain values, or supporting appropriate recreational or memorial uses.
4. Adhere to the following if construction in a floodplain is necessary: (a) return the site as closely as possible to its natural contours; (b) preserve natural drainage; and (c) floodproof the proposed development.

Wetlands

Wetlands are generally defined as lands that are wet for significant periods during the year. These areas are also sometimes called marshes, swamps, and bogs. Wetlands are a significant part of the region's ecosystem, providing fish and wildlife habitat, flood protection, erosion control, and maintenance of water quality.

Human development often disturbs wetland areas directly, or affects wetlands indirectly by altering the hydrology of an area. The steady conversion of undeveloped land to impervious surface is an ongoing threat to the region's wetlands, resulting in increased peak run-off volumes of stormwater that produce erosion and pollution problems, and cause the need for significant additional investment in water treatment facilities.

Federal policies discourage disturbance of wetland areas and the general patterns of development that alter the function of wetlands in the natural ecosystem. The federal government is also striving to restore natural streams that have been altered, and to establish planted buffers along waterways.

Land Resources

Policies

Wetlands

Federal actions in the region should conform to the following policies:

1. Avoid destruction of or damage to wetlands.
2. Encourage only compatible land uses adjacent to wetlands.
3. Coordinate wetland activities with federal, state, and local government programs and regulations, and with special programs such as the Chesapeake Bay 2000 Agreement.
4. Utilize the best engineering practices available to minimize adverse impacts when project construction in a wetland is deemed to be the only practical alternative.

Soils

Soils are a critical component of the environment, helping to support clean air and water, productive forests, diverse wildlife, and beautiful landscapes. The soil's function is based on its composition and nutrient health. Soils generally perform five essential functions:

- Sustain plant and animal life.
- Regulate water flow, by temporarily absorbing water from rain, melting snow, or irrigation.
- Filter potential pollutants through the mineral and microbial components of the soil.
- Cycle nutrients that are stored and transformed in the soil for use by plants and animals.
- Support vegetation and man-made structures.

In addition, many archaeological resources are preserved within the soil.

Soil qualities can vary naturally, including differing degrees of stability and nutrients. Soil quality is not easily altered, but soil is subject to erosion as well as pollutants. The activities of federal agencies can affect the quality of soil, resulting in impacts on the ecosystem as well as on the ability of the soil to support the structures and activities of the federal government.

Land Resources

Policies

Soils

Federal actions in the region should conform to the following policies:

1. Discourage development in areas of identified high erosion potential, on slopes with a gradient of 15 percent and above, and on severely eroded soils. Excessive slopes (25 percent and above) should remain undeveloped.
2. Employ "Best Management Practices" to reduce the potential for soil erosion and the transport of sediment, consistent with state and local requirements.
3. Limit uses on highly unstable soils to passive recreation and open space.
4. Locate and design buildings to be sensitive to the natural groundwater flows. Avoid development in areas where useful mineral resources, such as diabase clay and shale, are located.



Many street trees are in distressed condition.

Street trees and landscaping can complement federal buildings and create pleasant pedestrian environments.



Vegetation

Vegetation provides aesthetic appeal, as well as food and habitat for wildlife. Vegetation also provides root systems that help to maintain soil integrity, natural aquifers, and recharge areas, and reduce erosion, particularly on steep slopes and areas adjacent to waterways. Large trees, especially in groupings, are a particularly valuable environmental resource.

According to 1999 data from American Forests, from 1973 to 1997, Washington, D.C. experienced a 64 percent decrease in the area of heavy tree cover due to disease, development, and natural causes.

Land Resources

Policies

Vegetation

Federal actions in the region should conform to the following policies:

1. Preserve existing vegetation, especially large stands of trees.
2. Incorporate new trees and vegetation to moderate temperatures, minimize energy consumption, and mitigate stormwater runoff.
3. Enhance the environmental quality of the national capital by replacing street trees where they have died or where they have been removed due to development.
4. Maintain and preserve woodlands and vegetated areas on steep slopes and adjacent to waterways, especially to aid in the control of erosion and sediment.
5. Encourage the use of native plant species, where appropriate.

Chesapeake Bay 2000 Program

The Chesapeake Bay 2000 Program, encompassing the National Capital Region, is one example of federal, state, and local efforts that are focusing on biodiversity as a key component of environmental health.

Participants in the program have formulated the “Chesapeake Bay Agreement,” which includes 29 commitments to action in six areas: living resources; water quality; population growth and development; public information, education, and participation; public action; and governance.

The agreement establishes the productivity, diversity, and abundance of estuary plants and animals (referred to as “living resources”) as the ultimate measures of the Chesapeake Bay’s condition.

As part of the program, a Living Resources Subcommittee is charged with providing a permanent body of scientists and managers to guide living resource restoration. This group consists of 11 workgroups in such areas as waterfowl, wetlands, submerged aquatic vegetation, fishery management plans, fish passage, habitat objectives, living resources monitoring, exotic species, and ecologically valuable species. The subcommittee has recently completed a multi-volume study, *Habitat Requirements for Chesapeake Bay*, that supports a deeper understanding of the complex linkages that bind the Chesapeake ecosystem. This is an example of the background information required for full biodiversity management, developed with various levels of federal, state, and local input and review.

Wildlife Habitats

Wildlife habitats are adversely affected by the destruction, degradation, and fragmentation of habitat areas, resulting in the ongoing decline of biodiversity. As the largest landholder in the region, the federal government has an important role in maintaining and improving wildlife habitat areas. Applicable laws include the Endangered Species Act and the Fish and Wildlife Coordination Act. To more fully protect wildlife habitats and biodiversity, federal agencies should also broadly consider the impact of environmental changes on non-listed species and non-protected areas, as well as cumulative impacts.

Interest in biodiversity has grown with increasing concern about the loss of biodiversity and the resulting degradation of ecosystems. Recent studies suggest that reductions in biodiversity can alter both the magnitude and stability of ecosystem processes.

It is critical that federal agencies understand and take into account general principles of biodiversity conservation in their decision-making. However, biodiversity cannot be adequately conserved on the federal level alone. Effective safeguarding of entire ecosystems will usually require the cooperation of several agencies or levels of government, including state and local jurisdictions. Even though federal lands and resources play a major role, the protection of biological resources will require concerted efforts by all levels of government and the private sector.

Land Resources Policies

Wildlife Habitats

Federal actions in the region should conform to the following policies:

1. Discourage locating intensive land uses within or adjacent to designated and important wildlife habitats.
2. Encourage facility design and landscaping practices that provide cover and food for native wildlife.
3. Discourage development or significant alteration of areas used by migratory wildlife.
4. Encourage the restoration of degraded water and land habitats, in coordination with federal and local agencies.
5. Consider the impacts, including cumulative impacts, of environmental changes on wildlife habitats and the biodiversity of an ecosystem. Consideration should extend to non-protected areas, as well as areas protected by designations such as parks and wetlands.

Human Activities

Environmental Justice

Concerns are growing about Environmental Justice—the disproportionate impact of environmental pollution on particular segments of the population. Minority and low-income populations, in particular, are felt to bear a disproportionately high burden from pollution, both economically and in terms of quality of life.

The federal government has a significant impact on the issue of Environmental Justice in the National Capital Region for several reasons: the proximity of federal facilities to residential communities, businesses, public recreation areas, and visitor attractions; the large amount and historic distribution patterns of federal property and facilities throughout the region; and the historic use of many federal facilities for environmentally hazardous operations. Federal agencies have been striving to address existing problems through the clean-up of contaminated sites, particularly in minority and low-income areas. Additionally, recent federal developments sometimes make use of “brownfield” sites, which are typically located in minority and low-income areas, further contributing to the remediation of past environmental problems. Federal agencies have a responsibility to be good neighbors and to support the good health and welfare of all sectors of society.

“The Washington region is divided by race, income, jobs, and opportunity, with the eastern half of the region carrying the area’s burden of poverty and social distress while the western half enjoys most of the region’s fruits of prosperity.... The problems of hyper growth on one hand and social distress on the other are intertwined.”

A Region Divided: The State of Growth in Greater Washington, D.C.
by the Center on Urban and Metropolitan Policy, July 2003

Human Activities

Policies

Environmental Justice

Federal actions in the region should conform to the following policies:

1. Identify and address any disproportionately high and adverse health or environmental effects on minority and low-income populations resulting from agencies’ programs, policies, and activities. Consider the indirect, multiple, and cumulative effects of actions on the cultural, social, historical, and economic characteristics of an affected community.
2. Analyze and consider, as prescribed by the National Environmental Policy Act, the demographics of a potentially affected area to determine whether such communities are characterized by low-income levels or high minority populations.
3. Establish effective public outreach programs so that the affected community can participate in decisions that will impact its future.
4. Support the re-use of brownfield sites for federal or private-sector redevelopment.

Solid Waste Management

At the regional level, solid waste typically includes two major categories: ordinary trash, from households or commercial activities; and sludge from wastewater treatment systems (such as Blue Plains). Hazardous wastes, such as those generated by some laboratory or research activities, are discussed in a separate section.

Solid waste management involves three strategies:

- Reducing the amount of waste generated.
- Recycling waste material.
- Effectively disposing of waste that cannot be recycled.

The Pollution Prevention Act of 1990 established national policy on this topic: pollution should be prevented, whenever feasible; pollution that cannot be prevented should be recycled; pollution that cannot be prevented or recycled should be treated in an environmentally responsible manner; and disposal should be employed only as a last resort.

Executive Order 13101, “Greening the Government through Waste Prevention, Recycling, and Federal Acquisition,” expanded this policy by promoting the increased use of green products, particularly products with recycled content, environmentally preferable products, and biobased products.

Additional recycling measures are being implemented by federal agencies, including the General Services Administration. Several federal agencies are participating in the U.S. Green Building Council’s “Leadership in Energy and Environmental Design” (LEED) Program. The LEED program identifies a potential rating system for existing buildings that would establish recycling goals of 30 to 75 percent.

For the remaining solid waste, disposal has the potential to cause significant environmental problems. Two methods are commonly used: incineration at waste-to-energy facilities, and landfill. Incineration plants, if properly designed with pollution control technology, can be a valuable solution. Landfills must also be carefully designed, to avoid degradation of surface and ground water. The transportation of solid waste also typically requires the use of transfer facilities, to consolidate waste from local trucks into larger shipments. The siting of these transfer facilities, as well as incineration and landfill facilities, causes much public concern, and there is little support for creating new facilities. The emphasis on reduced waste generation therefore remains critical in addressing this environmental concern.

Human Activities

Policies

Solid Waste Management

Federal actions in the region should conform to the following policies:

1. Pursue waste reduction measures that extend the life of waste disposal systems and sanitary landfills in the region, including recycling programs, composting, and utilizing biodegradable products.
2. Encourage procurement policies that increase the purchase and use of products containing recycled content.

GSA's Recycling Initiatives

The General Services Administration, as a major building management agency for the federal government in the region, procures recycling contracts that are used by more than 100 federal agencies serving more than 130,000 employees. In fiscal year 2002, GSA saved the federal government \$500,000 in disposal fees through recycling 6,800 tons of material, including 6,700 tons of paper. By recycling this amount of paper, these agencies saved the equivalent of 22,000 cubic yards of landfill space; 113,000 trees; 2.6 million gallons of oil; 27 million kilowatts of energy; and 47 million gallons of water. GSA estimates that recycling production for paper products is based on the factor of 25 pounds per 10,000 square feet of office space per day.

Currently, GSA recycling contracts have targets ranging from 61 to 100 percent for all grades of paper. At some facilities, GSA also recycles metal, glass, and plastic with a target rate of at least 50 percent; however, recycling of these other materials is often not cost-effective. Still, these target goals are high and represent important contributions by federal agencies in the region, equaling local-government or private-sector recycling programs.

GSA also uses the procurement process to reduce waste flow. GSA strives to use designated green items (considering price, availability, and performance requirements). Federal contractors are requested to identify items that have recycled content (using EPA criteria); are energy and/or water conserving; and have reduced pollutants.



Hazardous Materials Management

Hazardous materials generated by federal facilities, such as military installations, research centers, and laboratories, pose risks to humans and to the environment. In some cases these facilities are located close to residential communities, businesses, and public recreation areas. An increased awareness of the potential for contamination has led to significant improvements in the safe transfer and disposal of hazardous materials, in accordance with local, state, and federal guidelines and procedures. The proper management of hazardous materials has long been a community concern, and is now of paramount importance given its possible association with terrorism.

The proper management of hazardous materials significantly affects the regional economy and human health. The release of toxic chemicals from

damaged or leaking underground storage tanks leads to contamination of natural aquifers, estuaries, ground water resources, and the regional water supply. Without regular maintenance and monitoring, underground tanks could also produce hazardous leachate, resulting in soil contamination that would leave federal or nearby land unsuitable for federal use, private development, or recreational use by the general public. Historic federal buildings may contain potentially hazardous materials that must be carefully controlled.

While significant improvements have been made in procedures supporting the safe transfer and disposal of hazardous materials, the topic remains a concern. The management of hazardous materials is particularly important in the region, where federal facilities are often located near highly populated areas and sensitive habitats.

Human Activities

Policies

Hazardous Materials Management

Federal actions in the region should conform to the following policies:

1. When incineration of hazardous materials is necessary, select a site with consideration of (a) the projected effect of atmospheric conditions and land features on wind patterns and the dispersal of emissions; (b) requirements for special engineering and facility design to ensure acceptable dispersion of air contaminants and compliance with air quality requirements; and (c) an assessment of the impact of hazardous materials on surrounding land uses.
2. Avoid locating and operating federal facilities that produce hazardous waste and toxic materials in heavily populated or environmentally sensitive areas (e.g., unstable ground, high-value groundwater recharge areas, floodplains, and wetlands).
3. Consider the following in designing and constructing facilities that use or produce hazardous materials, as part of a thorough regulatory review process: (a) physical characteristics of the site; (b) design procedures (e.g., underground tanks, EPA guidelines for cleaning/filtering materials that release toxins) to protect the quality of surrounding air, soil, and groundwaters; and (c) operating conditions and adequate technology to handle, transport, treat, or dispose of waste.
4. Monitor and conduct periodic testing to detect and avoid leaks or spills from structures that hold hazardous materials (e.g., underground storage tanks, pipes, and retention areas), and remediate groundwater contamination.
5. Manage and dispose of hazardous wastes and toxic substances in a safe manner in accordance with national, state, and local regulations.
6. Implement procedures and appropriate design specifications to safeguard against accidental or terrorist-related release of hazardous materials during usage, storage, and transportation.

Noise Pollution

Noise affects the regional population's general health and welfare. It is an invisible form of pollution that can impact human health and contribute to economic decline. Noise pollution can lead to increased stress, hearing loss, a decline in productivity, higher health care costs, and reduced property values. Common sources of noise pollution include aircraft operations, automobiles and trucks, boats, construction activities, loading docks, industrial and appliance-related noise, and amplified noise from recreational activities such as outdoor concerts.

One of the most controversial noise issues in the region results from flight operations at military airfields and at commercial airports such as Ronald Reagan Washington National Airport.

There is also increasing concern about the impact of noise from helicopters and fixed wing aircraft on populated areas. While modern technology has reduced noise levels produced by commercial aircraft operations, growth in air traffic may have offset some of these improvements.

Noise will continue to be a concern in the absence of policies and technologies that can further mitigate noise levels. The federal government should do its part to reduce its contribution to noise pollution, and should coordinate with local governments to avoid close proximity of noise-generating activities and sensitive uses.

Human Activities

Policies

Noise Pollution

Federal actions in the region should conform to the following policies:

1. Avoid locating activities that produce excessive noise near sensitive natural resources, and sensitive human uses such as residential areas, hospitals, and schools.
2. Locate, design, and construct improvements to roads, driveways, loading docks, and parking lots for federal facilities in a manner that is sensitive to existing adjacent land uses.
3. Ensure that construction activities comply with local noise ordinances, and coordinate with local government and the community to establish limits on the intensity and hours of noise generation.
4. Ensure that noise-generating activities at federal facilities, such as loading dock operations, festivals, and concerts, are sited and scheduled with sensitivity to the surrounding environment and community.
5. Maintain aircraft flight procedures for fixed-wing aircraft and helicopters to minimize adverse noise levels on noise-sensitive land uses.

Radiofrequency Radiation and Electromagnetic Fields

The federal government has extensive and growing requirements for antennas as part of the communication needs of government operations in the nation's capital. In addition, widespread Personal Communication System mobile phone usage has resulted in the proliferation of new private-sector antennas and antenna towers throughout the region, including a surge in the number of requests for antennas and antenna towers on federal property. The cumulative effect of these antennas significantly impacts the visual quality of the nation's capital and has the potential to impact human health.

Wireless communication continues to show a trend of significant growth, particularly considering the steady population growth in the National Capital Region, suggesting continued demand for new antenna locations. Although much of the antenna construction is coming from private carriers, federal agencies also rely on communication technologies that require locating various kinds of antennas (e.g., dish, whip, panel) on federal property.

During the 1980s and 1990s, the Commission became increasingly concerned about the possible adverse visual and health effects of antennas. In 1997, the National Research Council (NRC) found "no conclusive and consistent evidence" linking ordinary exposure to Electromagnetic Fields (EMFs) to adverse biological effects. As research in this area continues, however, the American Medical Association has recommended a policy of prudent avoidance, suggesting that manufacturers and



employers begin reducing the exposure of workers and the public to EMF radiation. The Commission therefore continues to closely monitor the placement of antennas on federal property, and relies on the rules and regulations of the Federal Communications Commission (FCC) regarding the environmental effects of radiofrequency emissions.

Policies in this element address the impact of antennas on human health and the environment, and are intended to: (1) ensure adequate monitoring of all antenna installations in the region; (2) address the public's concerns for the adequate review of such antenna installations on federal property; (3) provide guidance to federal agencies as they consider antenna proposals; (4) support NCPC's Guidelines and Submission Requirements for Antennas on Federal Property; and (5) uphold FCC standards for radiofrequency emissions.

Additional policies in the Parks and Open Space Element address the siting and design of antennas and towers.



Human Activities

Policies

Radiofrequency Radiation and Electromagnetic Fields

Federal actions in the region should conform to the following policies:

1. Evaluate the possibilities for joint-use of antennas and collocating antennas to reduce aesthetic impacts and limit the area of radiofrequency (RF) exposure. Federal agencies should also evaluate the cumulative effect of multiple transmitters at one location to ensure that the combined radiofrequency emissions continue to meet Federal Communications Commission guidelines.
2. Follow a practice of “prudent avoidance” of RF exposure. Federal agencies should reduce the exposure of workers and the public to RF fields where they may be prevalent, including those from power lines, antennas, equipment, and other recognized sources of RF and Electromagnetic Field emissions.
3. Incorporate adequate interior building attenuation measures to reduce RF field penetration into the habitable areas of buildings.
4. Require adequate communication of potential risks where occupational/controlled exposure may be present.
5. Utilize advances in technology, such as fiber optics, cooperative antenna technologies, and teleports; and monitor changes in standards and guidelines for the installation of antennas.

.....ComprehensivePlan
for the National Capital

Preservation and Historic Features

Element

.....ComprehensivePlan
for the National Capital



Federal Elements

Preservation and Historic Features

contents

157	Introduction
159	Historic Preservation Challenges for Federal Agencies
160	Historic Preservation Planning
161	Policies
161	National Capital Image
162	Stewardship of Historic Properties
165	The Historic Plan of Washington, D.C.

Introduction

Preservation and Historic Features

It is the goal of the federal government to:

Preserve and enhance the image and identity of the nation's capital and region through design and development that is respectful of the guiding principles of the L'Enfant and McMillan Plans, the enduring value of historic buildings and places, and the symbolic character of the capital's setting.

Washington's unique character rests on the foundation of its historic planning, notably the built and open space features of the L'Enfant Plan and the public and private buildings that were designed and located to reinforce the plan's principles. Washington's historic properties typically contribute to and complement the visionary long-range plans that have provided the basis for the capital's development over the centuries. More so than in most American cities, an adherence to high standards of urban design and historic preservation has created the appearance and character of the national capital that we admire today.

The federal government has, from its inception, implemented L'Enfant's bold but flexible vision by constructing great buildings to house the seat of the national government. As the federal government built out the sites identified in the L'Enfant Plan, it has added extensive facilities in other parts of the city and the region. Growth and change have been spurred through the centuries by many factors: national events such as the Civil War, the New Deal, and World War II; planning initiatives such as the McMillan Plan; and technological and transportation advances such as Metrorail. Federal buildings and sites illustrate the planning and architectural development of the city and region as well as the history of the federal establishment. Landmarks

such as the U.S. Capitol, the White House, the National Mall and its memorials and museums, and Arlington National Cemetery have come to symbolize the nation itself.

Although the predominantly federal monumental core may be Washington's most widely recognized area, the capital city is at the same time an active commercial and residential city with neighborhoods, parks, and buildings that are important to Washingtonians and their sense of history and community. Even in these non-federal areas, the federal government has played a major role in shaping the historic urban fabric. Much of this rich historical planning record is also evident in the city's architecture. The L'Enfant Plan's streets and places—and their extension by the 1893 Permanent System of Highways Act—as well as the 1901 McMillan Plan and the 1910 Height of Buildings Act have directed the character and orderly development of the entire city.

“The value of planning has nowhere been so clearly demonstrated as in the development of the city of Washington, for the magnificence of our national capital today is in large part the heritage of the strong and enduring plan laid down by Major Pierre L'Enfant in 1791.”

Worthy of the Nation, NCPC, 1977

A wide range of historic features—buildings, structures, historic districts, and landscapes—in public and private ownership conveys the rich history and character of the region.



Anacostia Historic District



Governors' Bridge,
Patuxent River



Riversdale, Prince George's County, Maryland

Riversdale and Governors' Bridge photos: Courtesy of the Prince George's County Planning Department, M-NCPPC

At a regional scale, the Washington area developed historically with large plantations and small family farms, dotted with crossroads and market towns, a pattern that was initially little changed by the creation of the capital city. Notable port towns and later military forts overlooked the Potomac River and the capital city. Settlements and commercial centers, many quite independent of the presence of the national capital, arose along the great variety of transportation routes typical of the mid-Atlantic region.

The federal government, over time, shaped the development and character of the region as a whole. The nineteenth-century construction of military and naval installations, during times of war as well as peace, were followed in the twentieth century by the expansion of federal offices and research facilities. The National Institutes of Health, the Beltsville Agricultural Research Center, Suitland Federal Center, the Pentagon, and Dulles Airport (all of which include or are historic properties) are just a few of the federal facilities that have greatly influenced the private development of the region. The purchase of parkland in Maryland by the National Capital Planning Commission through the Capper-Cramton Act and the construction of parkways are other examples of federal land-use decision-making that has shaped the region.

In recognition of this history, the region's municipal and county governments have protected historic resources they deem important for local or, indeed, state and national historical significance. Alexandria, in 1946, created one of the first historic districts in the nation in order to preserve the colonial and early federal character of its port city. The U.S. Congress

designated the Georgetown Historic District in the Old Georgetown Act in 1950. The Joint Committee Landmarks published the District's first list of historic properties in 1964. In 1966, the National Historic Preservation Act was passed, adding to the establishment of national standards and procedures for the protection of historic properties. Since home rule in 1973 and the D.C. Historic Preservation Act of 1978, the District of Columbia government has identified and protected private properties of local significance throughout the District. Local jurisdictions in Virginia and Maryland, also in response to the growing historic preservation interest at the national, state, and local levels, established ordinances for the protection of their historic properties. These ordinances and programs have contributed to the protection of individual buildings and their settings, open space, farms, historic neighborhoods, and commercial centers, even in an era of sustained growth in the National Capital Region.

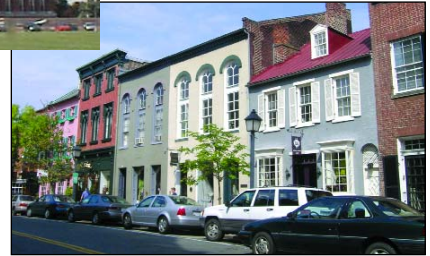
When local governments plan for large-scale redevelopment, residential growth, and transportation networks, they manage proposed changes in the vicinity of historic properties, taking into account the setting and character of those properties. The thousands of designated historic properties throughout the National Capital Region reflect the rich and varied history of this area and its people. Most of these properties are local landmarks, but many are also listed in the National Register of Historic Places, a federal register of historic properties maintained by the National Park Service that affords protection when federal projects or money are involved. The federal government now routinely works with state and local governments in the identification and protection of historic properties.



National Defense University,
Fort McNair

Historic Preservation Challenges for Federal Agencies

The public charge for federal agencies, therefore, working in concert with local officials and interested citizens, is to be wise stewards of the historic properties under their care or affected by their decisions. Agencies are responsible for preserving the historic and design significance of historic buildings and settings, even while extending their efficient life as far as possible into the future. Existing federal laws, programs, and policies provide a framework for the federal government's treatment of historic properties. Many federal sites have been recognized by listing in the National Register of Historic Places and are subject to protection under the National Historic Preservation Act. Complex planning decisions must be made by federal and local planners as they, sometimes in partnership with private entities, pursue land acquisition and transfer, adaptive use of historic buildings, the expansion of federal facilities, and site and campus development. Current and future historic preservation challenges for federal agencies include:



Alexandria Historic District

- Preserving the significant features and qualities of their historic properties through proactive maintenance of historic building fabric and designed landscape settings.
- Adapting historic properties for new and additional uses by modernizing building systems and reallocating interior space while retaining significant interior architectural features such as lobbies, elevators, and public rooms and corridors.
- Responding to changes in visitation or use without affecting the historic significance of the property.
- Ensuring that historically significant parks and open space retain their integrity through the careful consideration of planning and design of potential facilities in historic landscapes and settings.
- Finding creative solutions to changing requirements such as the provision of security measures. The desire for increased security around federal facilities is a challenge to designers, historians, and security experts alike and is best addressed in a concerted manner that respects the historic features of each site.
- Protecting and strengthening historic urban design features such as the L'Enfant Plan. In the District of Columbia, any proposal to close a portion of a L'Enfant Plan street or to not conform to the right-of-way building line requires the closest scrutiny and consideration of alternatives.
- Protecting the character of the region's natural features, many of which have historical or cultural significance, such as the river shorelines, the ridge of the topographic bowl, agricultural land, parks, and designed landscapes, including areas planned for public access and enjoyment.
- Ensuring that new construction is responsive to the character of well-established built environments and reflects a commensurate level of design excellence.
- Collaborating with state and local governments in the protection and enrichment of the cultural and historic heritage of the region.



Agricultural Reserve,
Montgomery County, Maryland



Agricultural History Farm Park,
Montgomery County, Maryland



Dupont Circle Historic District

Historic Preservation Planning

The sustained engagement of citizens in the public process is fundamental to the broad acceptance of historic preservation and planning decisions by government agencies at all levels. The public dissemination of planning, historic preservation, and zoning information has resulted in a high general level of knowledge of, and interest in, federal and local decision making. Federal agencies increasingly have considered local planning initiatives and goals in their design and planning, including historic preservation. Factors such as the establishment of home rule in the District, county historic preservation and environmental protection ordinances, revitalized local planning agencies, landmark designations and zoning overlays, and greater citizen interest and involvement all have contributed to fuller coordination among federal and local governments.

NCPC provides an important forum for coordinating planning and historic preservation.

Federal agencies' master plans are primary tools for assessing historic resources, developing long term goals and plans, coordinating with other public and private entities, and implementing new planning methods and technologies. NCPC reviews these master plans, verifying and participating in consultation with local preservation offices and providing an opportunity for public involvement. For installations with more complex historic preservation challenges, federal agencies may be asked to prepare management plans to provide in-depth procedures for the treatment of their historic properties.

The federal government has at its disposal many tools for the protection and enhancement of this legacy: laws, regulations, executive orders, federal planning and policy initiatives, the *Comprehensive Plan for the National Capital: Federal Elements*, and individual agency policies. It has the obligation to coordinate with local and private entities and, when appropriate, to encourage partnerships with these entities. NCPC provides one of several public forums where planning and historic preservation consultation can occur. Finally, through the insistence on good new design and stewardship of its historic buildings and open space, the federal government is a primary advocate for, and protector of, the image and legacy of the nation's capital.

NCPC is committed to supporting historic preservation, by law and through its policies, review process, and special studies. The Commission's *Legacy Plan*, *Memorials and Museums Master Plan*, and *National Capital Urban Design and Security Plan*, all accomplished with the contributions of other federal and District of Columbia agencies, provide a framework for historic preservation planning, now and in the future. The Commission continues to be a leader in the advocacy of coordinated urban and regional planning that accommodates the changing needs of the federal government while preserving the significant historic buildings and places that make the nation's capital the uniquely symbolic place it is.

Policies

National Capital Image

As the capital city, Washington represents the nation. The image of Washington is experienced by residents and visitors, and transmitted around the nation and world by the media, the arts and literature, familiar historic photographs—even through our currency. This resonating and powerful image is formed in part by individual buildings and monuments, and in part by the overall urban design of the city—particularly because central Washington’s overall form has been explicitly, and very successfully, designed to create and convey a setting that symbolically expresses the nation.

This image evokes and reinforces our national aspirations, and is the backdrop to our nation’s

celebration, culture, and political life. Now that the federal establishment has grown beyond the original capital city to become a significant presence throughout the District of Columbia and beyond, the historic resources of the entire region have a role in shaping the image of the capital.

The following policies are intended to recognize and protect the overall character of the capital’s image, and improve it where needed. The guidance helps to ensure that future construction contributes to strengthening the significant architectural and planning character, achieved over centuries, that makes the national capital a special and unique place.

National Capital Image

Policies

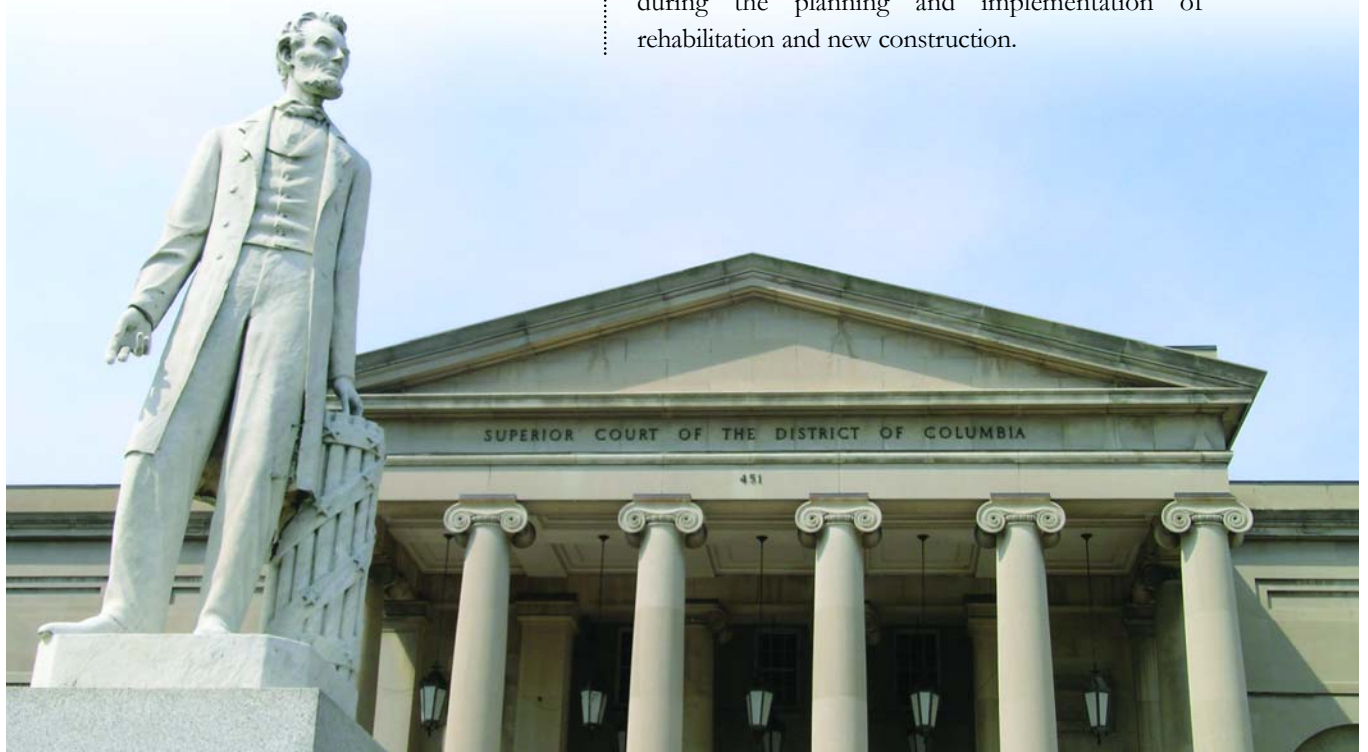
The federal government should:

1. Express the dignity befitting the image of the federal government in the national capital. Federal development should adhere to the high aesthetic standards already established by the planning and design legacy of the nation’s capital. This legacy encompasses both the old and the new—the capital’s rich architectural heritage, continually augmented by the design contributions of each generation.
2. Plan carefully for appropriate uses and compatible design in and near the monumental core to reinforce and enhance its special role in the image of the nation’s capital.
3. Preserve the horizontal character of the national capital through enforcement of the 1910 Height of Buildings Act (36 Stat. 452; D.C. Code, sec. 5-401 et seq.).
4. Protect the skyline formed by the region’s natural features, particularly the topographic bowl around central Washington, as well as historically significant built features, from intrusions such as antenna towers, water towers, and rooftop equipment.
5. Protect and enhance the vistas and views, both natural and designed, that are an integral part of the national capital’s image.
6. Create transportation infrastructure that is consistent with the pedestrian character of the L’Enfant City and other historic settings. Bridges across the Potomac and Anacostia Rivers should be integrated with the design character of historic contexts. Highway structures should be removed and replaced with at-grade streets where possible.
7. Encourage the practice of good design principles throughout the region to continually strengthen the image of the nation’s capital.
8. Design exterior lighting to contribute to the capital’s nighttime image and suggest an appropriate hierarchy among the symbols and features of the nation’s capital.

Stewardship of Historic Properties

The National Historic Preservation Act of 1966 (NHPA) established, as principle and law, the preservation of our nation's historical and cultural heritage. Sections 106 and 110 of NHPA provide the foundation for federal preservation policies, stewardship of historic properties, and decision-making. The National Park Service and the Advisory Council on Historic Preservation are the federal agencies charged with the management and oversight of National Historic Preservation Act programs. All federal agencies, however, no matter their mission, have an affirmative responsibility to identify and protect significant historic resources under their jurisdiction. They must take these resources into account when planning actions that might affect them, with the goal of avoiding the loss of their physical and historical integrity. The *Secretary of the Interior's Standards for the Treatment of Historic Properties* is the benchmark by which federal agencies and others assess the effects of a proposed project on historic resources.

The National Register of Historic Places is the nation's inventory of significant historic properties. Federal agencies protect their historic resources by listing them in the National Register or by determining that they are eligible for listing in the National Register. This step, in turn, provides for further regulatory protection during the planning and implementation of rehabilitation and new construction.



Section 106 provides the framework for the regulatory process by which federal agencies reach decisions about historic properties under their jurisdiction. Historic preservation planning occurs during the design of individual projects, during the development of master plans, and, indeed, through federal agencies' efforts to research, evaluate, protect, and manage historical and cultural resources under their jurisdiction.

The Section 106 regulations establish the process by which federal agencies consider the effects of their proposed actions on historic properties. For many projects, Section 106 requires that federal agencies consult with the State Historic Preservation Offices of Maryland, the District of Columbia, or Virginia, involved Indian tribes, and the Advisory Council on Historic Preservation. Relevant federal and county or municipal agencies (including NCPC), interested professional, civic, and community organizations and individuals join public agencies in the consultation process.

Section 110 requires federal agencies to proactively identify, designate, and protect historic properties under their jurisdiction. Agencies such as the General Services Administration, the National Park Service, and the Department of Defense have large inventories of historic properties, entailing a significant commitment of resources in all aspects of property stewardship. Smaller agencies with limited land holdings, however, are also required to identify and protect their historic properties, even if property management is not central to their mission.

The National Capital Planning Commission has a significant and unique role in the National Capital Region. Under the terms of the Planning Act of 1952, NCPC reviews many of the projects undertaken by federal agencies and makes important decisions about the coordination of federal planning activities, many of which involve historic properties listed in or eligible for the National Register of Historic Places. The Commission also has an independent approval, or licensing, authority for federal projects in the District of Columbia and for

some District of Columbia government projects in the Central Area. The Commission's open public process and its unique planning perspective and role, underscored by the Comprehensive Plan and the Commission's other plans and policies, are the foundations of its decision-making.

For further information:

- National Capital Planning Commission
www.ncpc.gov
- Advisory Council on Historic Preservation
www.achp.gov
- National Park Service,
Heritage Preservation Services
www.cr.nps.gov/hps
- National Park Service,
National Register of Historic Places
www.cr.nps.gov/nr
- District of Columbia State Historic
Preservation Office
(D.C. Office of Planning)
www.planning.dc.gov
- Maryland State Historic
Preservation Office
(Maryland Historical Trust)
www.marylandhistoricaltrust.net
- Virginia State Historic Preservation Office
(Commonwealth of Virginia Department
of Historic Resources)
www.dhr.virginia.gov
- National Trust for Historic Preservation
www.nationaltrust.org



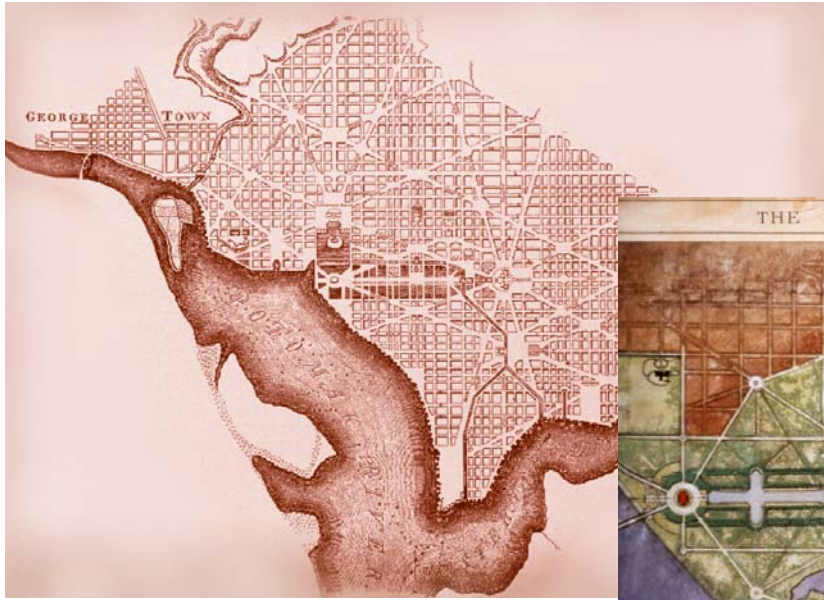
Stewardship of Historic Properties

Policies

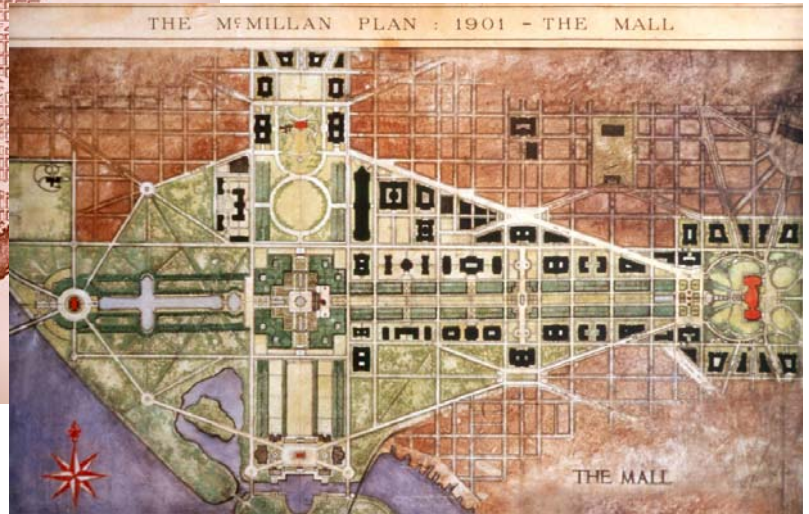
The federal government should:

1. Sustain exemplary standards of historic property stewardship.
2. Identify and protect its historic properties and disseminate information about their significance to the public.
3. Support campus master planning and other planning initiatives as an opportunity to evaluate potential historic resources and to develop management plans for their protection and use.
4. Ensure that properties not yet listed in the *National Register of Historic Places* are nonetheless noted for their potential future significance and are treated accordingly. Effort should be taken to identify and protect significant modernist architecture and landscapes, and properties that convey an evolving understanding of cultural significance.
5. Identify and protect both the significant historic design integrity and the use of historic landscapes and open space.
6. Protect the settings of historic properties, including views to and from the sites where significant, as integral parts of the historic character of the property.
7. Protect significant archaeological resources by leaving them intact, and maintain an inventory of sites with a potential for archaeological discovery.
8. Conduct archaeological investigations at the earliest phases of site or master planning phases in order to avoid the disturbance of archaeological resources.
9. Use historic properties for their original purpose or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property.
10. Ensure the continued preservation of federal historic properties through ongoing maintenance and transfer to an appropriate new steward when disposal of historic properties is appropriate.
11. Ensure that new construction is compatible with the qualities and character of historic buildings and their settings, in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and the *Guidelines for Rehabilitating Historic Buildings*.
12. Coordinate with local agencies, citizen groups, and property owners in the identification, designation, and protection of historic properties, public and private, since collectively these resources reflect the image and history of the National Capital Region.
13. Work cooperatively with local agencies to ensure that development adjacent to historic properties not detract from their historic character.
14. Recognize that historic federal properties are sometimes important for local history and ensure that locally significant characteristics or qualities are maintained.
15. Plan, where feasible, for federal historic properties to serve as catalysts for local economic development and tourism.

The L'Enfant and McMillan Plans laid the foundation for the design of the nation's capital.



The L'Enfant Plan of 1791 is world renowned as one of the greatest achievements in urban design.



The McMillan Plan of 1901 is the exemplar of urban planning from the era of The City Beautiful Movement.

The Historic Plan of Washington, D.C.

The 1791 L'Enfant Plan for the capital city remains one of the world's great examples of urban design. The Plan's system of streets, open spaces, public buildings, and developable blocks has largely been maintained over the centuries, continually altered and yet largely underscored as the city's development has followed that seminal framework. The Senate Park Commission (the McMillan Commission) Plan of 1901 both altered and extended the L'Enfant Plan, resulting in the notable planning framework that we know today, especially (but not exclusive to) the monumental core. The District of Columbia State Historic Preservation Office and the National Park Service have recognized the significance of the Historic Plan of Washington, D.C. by protecting it through historic designation. Even as the metropolis and the federal government have spread throughout the region, the L'Enfant City remains the heart of the nation's capital and a priceless historical resource—providing the setting for the federal government as well as commercial enterprise and residential neighborhoods.

The Commission has a central role in the coordinated efforts of the federal government to protect the legacy of the L'Enfant Plan. The Commission conducted a special long-range planning study of the Monumental Core, published as the *Legacy Plan* in 1997. The *Legacy Plan* provides guidance for the protection of the core's strengths, and for accommodating its future growth. The Commission's *Memorials and Museums Master Plan* of 2001, a plan developed in response to the *Legacy Plan* vision, proposed policies to protect the historic open space on and near the National Mall. The Commission's *National Capital Urban Design and Security Plan* of 2002 established goals for the protection of buildings, settings, streetscapes, and associated open space through the coordinated design of security features where required.

The following policies address the special issues related to the protection of and ongoing changes to the historic plan of Washington, particularly within the monumental core and the L'Enfant City.

National Cathedral



The Historic Plan of Washington, D.C. *Policies*

The federal government should:

1. Develop the monumental core in accordance with the principles of the *Legacy Plan* and the policies of the *Memorials and Museums Master Plan*. The National Mall's historic open space and monumental character should be respected and preserved for the benefit of future generations. New development should not infringe on the integrity of the National Mall and the surrounding monumental core, and should be excluded from the Reserve (in accordance with the Commemorative Works Act, as amended).

U.S. Naval Observatory



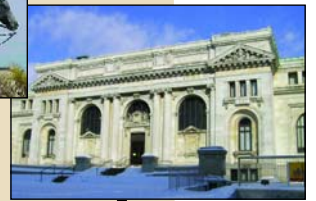
Dupont Circle



Mount Vernon Square



City Museum of Washington, D.C.



Sheridan Circle



Memorial to Mahatma Gandhi



2. Promote continuity in the historic design framework of the nation's capital by protecting and enhancing the elements, views, and principles of the L'Enfant Plan. Both the federal and the District of Columbia governments should adhere to these principles in any improvements or alterations to the historic framework.
3. Preserve the historic street rights-of-way and reservations that contribute to the significant system of open space forming the urban design framework of the nation's capital.
4. Embellish L'Enfant reservations, avenues, and streets with monuments, fountains, and civic art placed to provide views and points of reference, in accordance with the Commemorative Works Act where applicable.



5. Protect the reservations that contain historic landscapes and features from incompatible changes or incursions.
6. Locate memorials, museums, and major federal facilities to support key design features of the L'Enfant Plan, including major streets and avenues, waterfronts, and scenic overlooks.
7. Protect views outward from the L'Enfant City and views inward from vantage points along the rim of the topographic bowl from inappropriate intrusions. Open space should be preserved to allow for public use and enjoyment of these views. (Examples include the west campus of St. Elizabeths Hospital and other parts of the Anacostia ridge, the Arlington ridge, and the escarpment north of Florida Avenue, NW.)
8. Protect and control the visual and functional qualities of L'Enfant rights-of-way.
9. Protect the open space of the L'Enfant streets. The exceptional width and openness of the street rights-of-way constitutes public space that helps to define the character of the city.
10. Protect the reciprocal views along the rights-of-way, as well as to and from squares, circles, and reservations.
11. Protect the integrity, form, and design of the L'Enfant Plan's system of streets and reservations from inappropriate new buildings and physical incursions.



Union Station and Columbus Plaza



Lincoln Park



Congressional Cemetery



Stanton Park



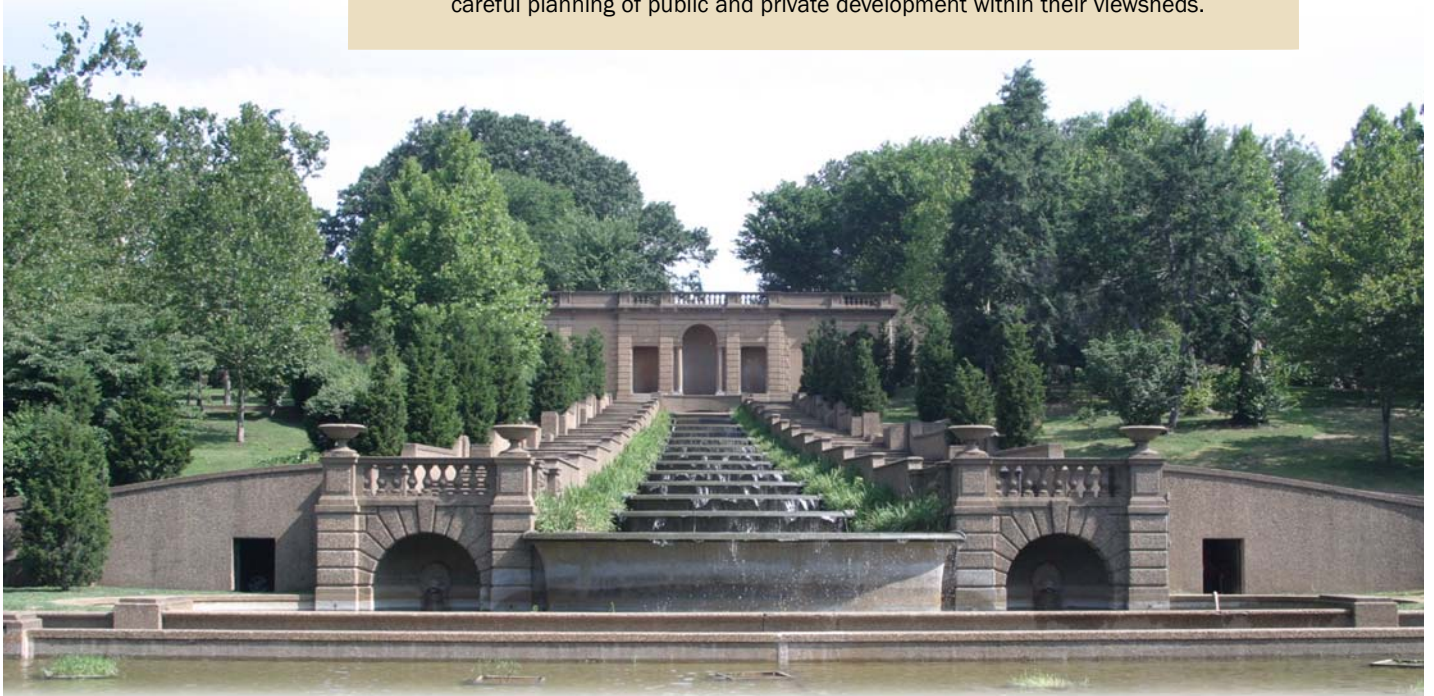
Fort Dupont Park

Massachusetts Avenue, a L'Enfant avenue with later extensions, features circles and squares along its length. These landscaped green spaces have been framed with prominent buildings and embellished with memorials and statues, which provide reciprocal views and vistas along the avenue.

The Historic Plan of Washington, D.C.

Policies

12. Protect the historic importance and function of the streets as vehicular thoroughfares and avoid inappropriate traffic channelization that obscures the character of the right-of-way.
13. Construct building facades to the street right-of-way lines (building lines) to reinforce the spatial definition of the historic street plan.
14. Provide and maintain street trees to help frame axial views and reinforce the historic green character of the nation's capital.
15. Restore historic streets and reservations that have been inappropriately disrupted or closed to their original right-of-way or configuration at the earliest opportunity.
16. Take into account the historic spatial significance of the L'Enfant rights-of-way and reservations when designing and locating physical security measures along L'Enfant streets and reservations.
17. Protect and enhance the later extensions of major L'Enfant rights-of-way and associated reservations throughout the District of Columbia as part of the open space framework of the national capital.
18. Enhance and develop the boundary streets of the District of Columbia as defining features of Washington.
19. Preserve in place the extant boundary stones marking the original survey of the District of Columbia.
20. Protect the character of the historic parkways in the region through the careful planning of public and private development within their viewsheds.





Union Station's rehabilitation benefitted from historic preservation tax credits based on compliance with the Secretary of Interior's Standards.

The Secretary of the Interior's Standards

The Secretary of the Interior has established standards for historic preservation programs, including those advising federal agencies on the treatment of historic properties listed in, or eligible for listing in, the National Register of Historic Places. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* have been developed to cover a wide range of preservation activities as well as types of historic properties. There are separate standards for preservation, rehabilitation, restoration, and reconstruction, as well as for acquisition. In addition, NPS has developed Guidelines to assist in applying the Secretary of the Interior's Standards to these different preservation options and to different types of historic properties.

Federal agencies most commonly use *The Secretary of the Interior's Standards for Rehabilitation* in conjunction with the *Guidelines for Rehabilitating Historic Buildings* in carrying out their preservation responsibilities for properties in federal ownership or control, or for properties affected by federal projects. The Secretary of the Interior's Standards provide guidance for the preservation of a historic property's significance through the preservation of its historic materials and features. The National Park Service defines rehabilitation as "the act or process of making possible a compatible use for a property through repair, alteration, and additions while preserving those portions or features which convey its historical, cultural, or architectural values." Use of the term assumes that some alteration of the historic building is required in order to make the building suitable for a current or new use. The Secretary of the Interior's Standards and Guidelines provide guidance on how to achieve these alterations without the loss of historic building fabric and finishes that define the building's historic character.

The Secretary of the Interior's Standards for Rehabilitation:

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

.....ComprehensivePlan
for the National Capital

Visitors

Element

.....ComprehensivePlan
for the National Capital



Federal Elements

Visitors

contents

173	Introduction
176	Policies
176	Federal Visitor Attractions
179	Visitor Transportation
181	Visitor Services and Information
182	Visitor Programs and Special Events

.....ComprehensivePlan
for the National Capital

Introduction

Visitors

It is the goal of the federal government to:

Accommodate visitors in a way that ensures an enjoyable and educational experience, showcases the institutions of American culture and democracy, and supports federal and regional planning goals.

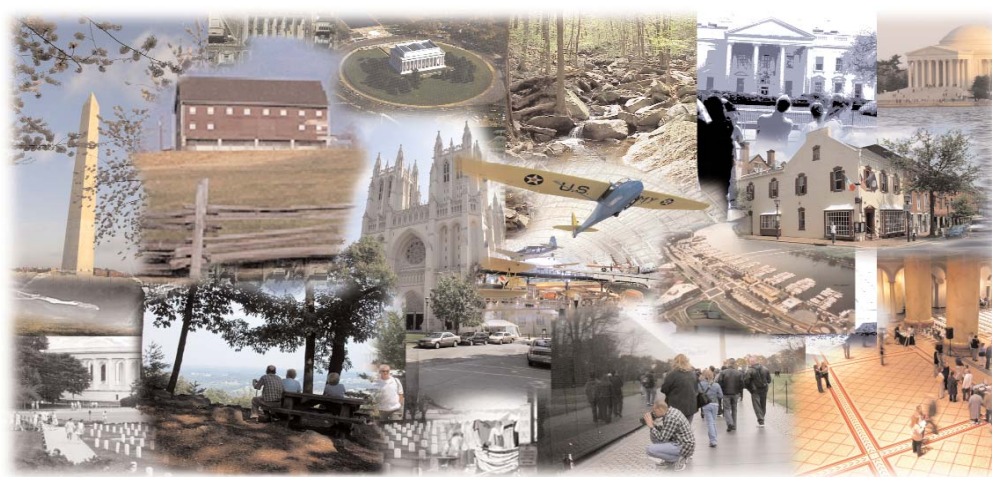
Visitors often come to the National Capital Region to enjoy the many national symbols and memorials honoring America's greatest leaders and historical events and to educate themselves about American culture. They come to commemorate important public events, to petition their elected government officials, to conduct business, to do research, and to view and participate in special celebratory events. The nation's capital averages almost 20 million domestic and international visitors each year, and consistently rates as one of the most popular national tourist destinations.

Visitors to the region are particularly interested in the major federal visitor attractions located along the National Mall that tell the story of American history, hold invaluable artifacts, and display the artistic, technological, and scientific achievements of our society. In 2002, Smithsonian Institution attractions

recorded approximately 24 million visits, which included visitors who live in the area as well as those from outside the region.¹ Three museums alone attracted over 70 percent of total visits to Smithsonian facilities in the region: the National Air and Space Museum, with over 8 million visitors; the National Museum of Natural History, with over 6 million visitors; and the National Museum of American History, with over 4 million visitors.²

Many of the domestic visitors to the nation's capital originated from New York, New Jersey, and Pennsylvania, with these market areas accounting for approximately 16 percent of visitor volume.

Washington, D.C. Convention and Tourism Corporation



1. Washington DC Marketing Center, 2003. Includes repeat trips to the same museum.
2. Washington DC Marketing Center, 2003.

The number of visitors has increased over the years as new attractions have been added and as the nation's population and disposable income for travel and leisure have increased. The hospitality industry is one of the three core components of the District of Columbia economy. Travel and tourism contribute approximately \$10 billion annually to the local economy.³

In 2002, more than 8 percent of the workforce in Washington was employed in the leisure and hospitality industry.

Metropolitan Washington Council of Governments

and on the National Mall, has also increased. In the past 20 years, 25 new memorials were authorized,⁴ and eight have been built near the Mall. Two of the most recent openings include the National World War II Memorial and the National Museum of the American Indian, which were completed in 2004. If past trends continue, there could be more than 50 additional memorials in the heart of the nation's capital by 2050.⁵

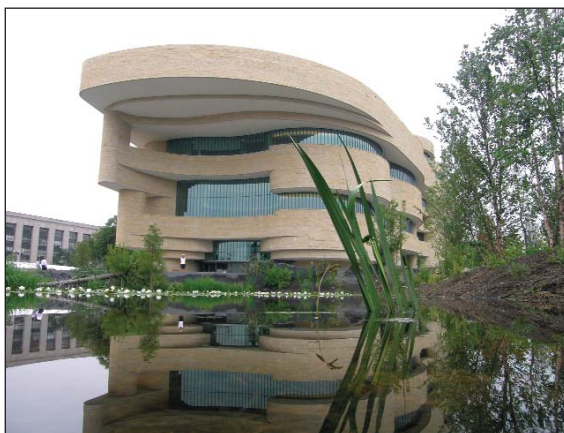
In addition to the growing number of visitors to the region, the demand for memorials, museums, and other federal visitor attractions, particularly within the monumental core

While the addition of new memorials and museums is exciting and offers new sightseeing opportunities for visitors and residents alike, accommodating these attractions—particularly on the Mall—places a burden on the symbolic heart of the nation's capital. Left unchecked, the demand could threaten the historic and open space character of the monumental core and spoil the quality of the visitor experience.

Security concerns have also added a unique challenge to many federal visitor attractions in the National Capital Region. Makeshift security measures, the temporary closure of some attractions, and restricted street access have affected visitors' experiences in the National Capital Region. While appropriate long-term security measures are being developed and implemented, it will be important to continue balancing the need for security with accessibility to federal visitor attractions.

Since Washington, D.C. is an international capital city with a vibrant local arts and cultural scene, and a popular visitor destination, improvements should be made to accommodate the growing number of domestic and international visitors. Policies in the Visitors Element provide a response to this growth in tourism and the demand for new federal visitor attractions.

National Museum of the American Indian



National World War II Memorial



3. *Washington, DC Local Comparables Report: A Report for the Washington, DC Visitor Transportation Study for the National Mall and Surrounding Parks*, prepared by Alexa C. Viets for the National Park Service, July 2003.
4. Twenty-three memorials are authorized under the Commemorative Works Act of 1986 for NPS and GSA property. Other memorials are authorized for sites under the jurisdiction of other agencies not subject to the Commemorative Works Act.
5. *Memorials and Museums Master Plan*, National Capital Planning Commission, December 2001.

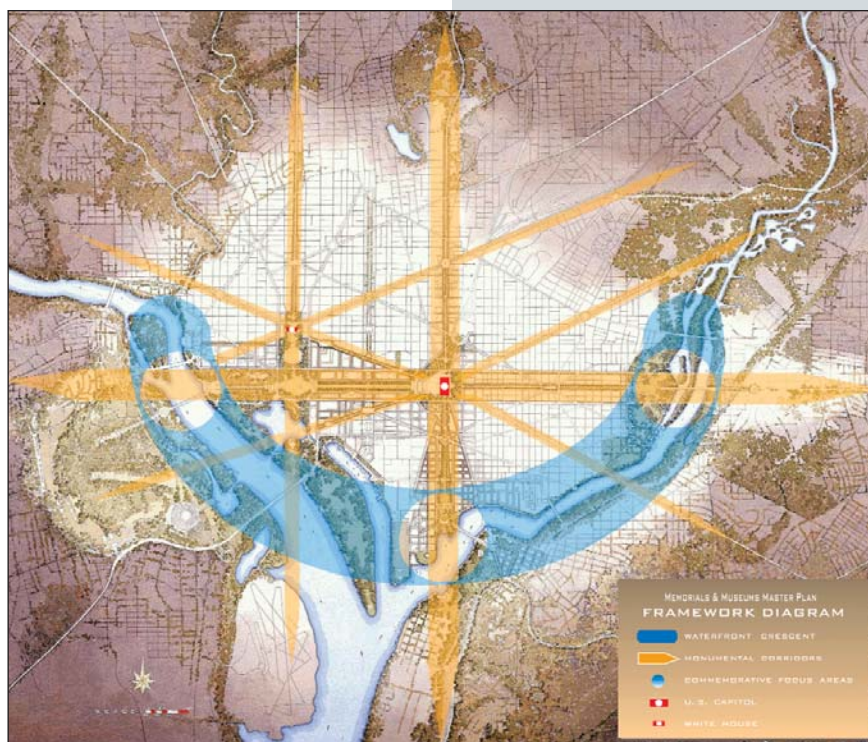
Although the Visitors Element continues to celebrate and promote the central area of the nation's capital as the focal point for federal visitor attractions, national events, and cultural and entertainment venues, it builds upon policies in the Commission's *Memorials and Museums Master Plan* that promote dispersing new attractions and activities away from the Mall. By looking to other areas of the city and region, the federal government can protect and enhance the unique historic resources of the monumental core, while aiding local and regional efforts to stimulate economic activity in areas not traditionally associated with federal visitor attractions.

The element also recognizes key local visitor attractions in the District of Columbia; acknowledges the need to maintain accessibility and openness; suggests improvements for managing visitor information services, visitor programs, and special events; and emphasizes the need to better educate the public about the activities of government agencies and federal facilities that contain unique attractions that could draw visitors. The element also emphasizes the importance of public transportation in facilitating the mobility of visitors to the various attractions.

Memorials and Museums Master Plan

The 2001 *Memorials and Museums Master Plan* extends the ideas expressed in *Extending the Legacy: Planning America's Capital for the 21st Century* that call for the distribution of new memorials and museums beyond the monumental core. The Master Plan preserves Washington's historic open space, ensures that future generations of Americans will have an abundant supply of sites for their own museums and memorials, and reflects public consensus on where those sites should be.

The Master Plan identifies and evaluates 100 potential sites, of which 20 are considered prime sites, appropriate for a major memorial or museum in all quadrants of the city and in Arlington and Alexandria, Virginia. These evaluations identify the size, location, transit connections, cultural and historic resources, and possible economic benefits of each site. With this information in hand, sponsors and review agencies will be able to discern quickly whether or not a project is suitable for a particular location.



Policies

Federal Visitor Attractions

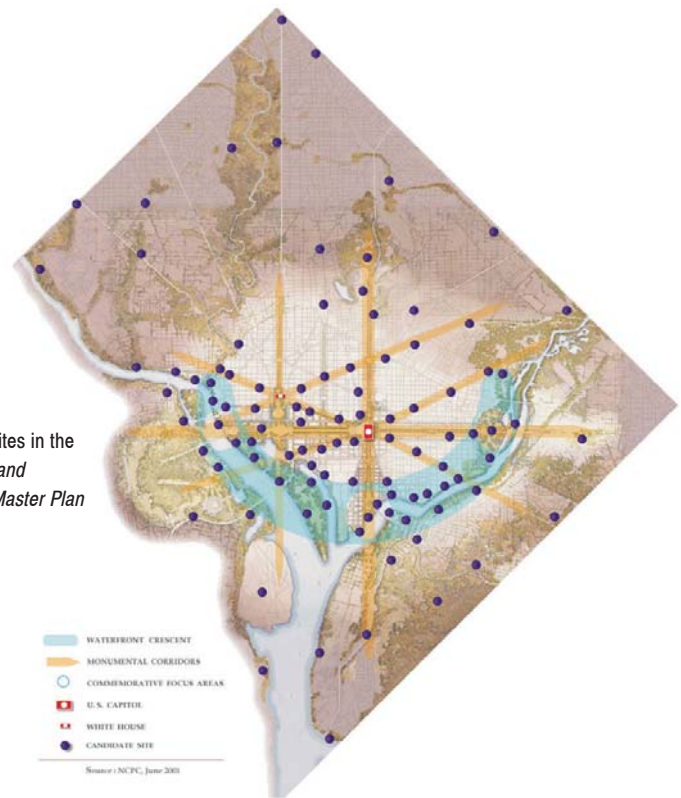
Federal visitor attractions in the National Capital Region take many forms, with memorials, museums, and parks among the most prominent. These attractions play a significant role in shaping the experience of visitors to the region. They also have important implications for the provision of visitor services, and the economic impacts of tourism. The most prominent federal visitor attractions are located in the heart of the monumental core, along the Mall and in West Potomac Park. The popularity of the core and the Mall as locations for federal visitor attractions threatens to overwhelm the very qualities that make these areas special.

Commensurate with rising attendance at these attractions is the need to provide visitor amenities, such as food service and restroom facilities. In order to increase awareness of federal visitor attractions, convenient, accessible visitor information centers and kiosks should be located where visitors can obtain assistance in planning an enjoyable itinerary. Finally, as the security of federal facilities in Washington, D.C. is increased, it is important to maintain a balance between safety and accessibility.

Protect the Monumental Core

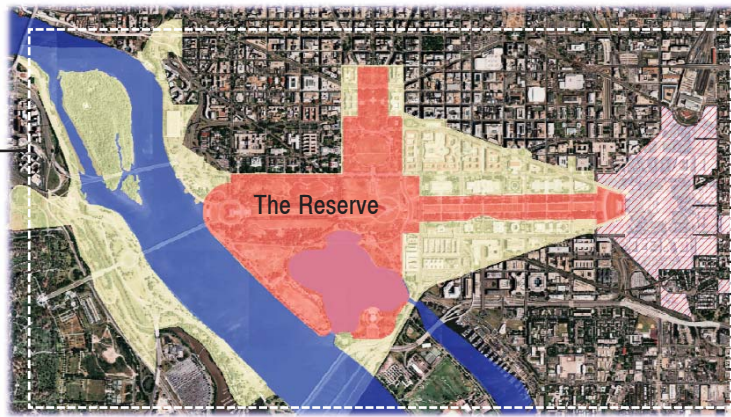
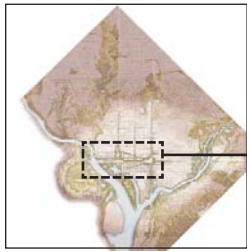
The federal government recognizes the importance of the monumental core and the National Mall as the center of national government and a symbol of national pride whose historic open space and urban design qualities should be protected for future generations. One way of protecting the core is by accommodating future federal visitor attractions throughout the city, as called for in *Extending the Legacy: Planning America's Capital for the 21st Century* and the *Memorials and Museums Master Plan*.

Proposed sites in the
*Memorials and
Museums Master Plan*






The *Legacy Plan* recommends locating memorials, museums, and other federal facilities outside of the monumental core, in neighborhoods where their location can achieve local and federal planning and economic development goals. The *Legacy Plan* identifies a number of specific areas where new federal visitor attractions could be woven into the city tapestry, including North and South Capitol Streets, and areas along the Anacostia and Potomac waterfronts. The *Legacy Plan's* recommendation of dispersing attractions into other areas of the city and stimulating economic growth is exemplified by revitalization that has occurred north of the monumental core, between 7th and 9th Streets, NW, from the National Archives to Mt. Vernon Square. The mix of public and private attractions (e.g., the U.S. Navy Memorial, the City Museum of Washington, D.C., and the International Spy Museum) has sparked a growing downtown district with new arts, entertainment, shopping, and dining venues.

The *Memorials and Museums Master Plan* sets forth principles and guidelines for locating future commemorative and cultural attractions throughout the nation's capital and identifies 100 sites to locate future commemorative works. It also provides guidance for new commemorative works in areas under the jurisdiction of the Architect of the Capitol.



Commemorative Zones

-  Area I
-  Jurisdiction of the Architect of the Capitol
-  Area II

In 2003, Congress strengthened the principles of the Master Plan when it amended the Commemorative Works Act and designated a Reserve area within the core of the great cross-axis of the Mall where the siting of new commemorative works is prohibited. The Reserve generally extends from the United States Capitol to the Lincoln Memorial, and from the White House to the Jefferson Memorial. The Commemorative Works Act also identifies the close-in portion of the capital appropriate for commemorative works of preeminent historical and national significance (Area I)⁶ and identifies areas outside this zone where works of lasting historical significance can be placed (Area II)⁷.

Provide Visitor Services Within the Monumental Core

Indoor and outdoor food service facilities are located throughout the Mall complex and close-in areas of the monumental core to handle anticipated demand. However, there are areas that lack adequate food service facilities. Vendors selling food and other tourist-related items can help to fill the gap and do provide an important visitor service, but they can also impede pedestrian and vehicular traffic and may adversely impact the visual and physical qualities of the monumental core. If carefully located and designed, food service facilities and vendors could serve visitors in remote areas of the monumental core while avoiding any adverse visual or environmental impact to these locations.

Provide Visitor Orientation Centers

Meeting many of the needs of visitors begins with the development of visitor orientation centers placed at different locations—both in the monumental core and in other areas of the District of Columbia and the region—to orient, inform, and educate visitors about special features, activities, and events at federal visitor attractions. Both large, comprehensive visitor orientation centers and small kiosks can be developed to provide essential information to visitors that can contribute to a more informative, interesting, educational, comfortable, and convenient visit. Outside the monumental core, these facilities can further educate the visitor about a wider variety of visitor activities that can be found throughout the District of Columbia and the region.

Balance the Needs of Security and Accessibility

Security has become an inevitable aspect of modern urban life, not only affecting those who live and work in the nation's capital but also those who visit. In recent years the proliferation of security measures has had a significant effect not only on the historic integrity of the nation's capital, but also on the ability to accommodate and serve visitors. Despite these heightened security concerns, the federal government has a responsibility to ensure that the nation's capital, and the many federal and local visitor attractions that are such a vital part of the region's heritage, remain publicly accessible and aesthetically pleasing. *The National Capital Urban Design and Security Plan* adopted by the Commission in 2002 helps to address some of these issues.

6. Area I is generally bounded by Constitution and Pennsylvania Avenues to the north, Maryland Avenue and the 14th Street Bridge to the south, and Boundary Channel Drive and Arlington National Cemetery to the west. The area surrounding the U.S. Capitol is under the jurisdiction of the Architect of the Capitol to the east.
7. Area II encompasses the rest of the city and other areas depicted on the map entitled "Commemorative Areas Washington, DC and Environs," identified in the Commemorative Works Act.

Federal Visitor Attractions

Policies

Federal agencies should:

1. Locate and design new memorials and museums in accordance with the Commission's *Memorials and Museums Master Plan*.
2. Locate federal visitor attractions within the District of Columbia, focusing on areas not traditionally associated with federal visitor attractions; districts and neighborhoods of special historic and cultural significance (e.g., Shaw, Downtown Historic Anacostia, Columbia Heights); and areas characterized by unique architecture and historic homes and parks.
3. Support publicly accessible federal visitor attractions on federal property throughout the region.
4. Encourage exhibits and other educational activities and events in lobbies and public areas of government buildings to inspire and educate visitors about the role of government.
5. Support the location of information kiosks and visitor centers at federal facilities and at appropriate locations throughout the monumental core (in accordance with the Commemorative Works Act) and beyond (e.g., at major transportation centers, in historic districts, and in neighborhoods).
6. Continue to support food and retail vendor services at designated locations, while addressing any adverse visual impact to nearby attractions, and any impacts to pedestrian and vehicular accessibility.
7. Balance the needs of security with visitor accessibility by ensuring that federal visitor attractions in the National Capital Region provide for the safety of visitors while remaining accessible and aesthetically pleasing, following the recommendations in *The National Capital Urban Design and Security Plan*.

National Gallery of Art, East Wing



Visitor Transportation

As the volume of visitors to the region rises, special attention must be devoted to the transportation alternatives available to access federal visitor attractions, particularly as these attractions become more geographically dispersed beyond the monumental core. Automobiles, Metrorail, tour buses, and the Tourmobile are the primary transportation modes used to access many attractions. These modes alone, however, are not adequate to alleviate the increasingly heavy demand placed on the area's road network and limited parking. Transportation alternatives, such as specialized bus and shuttle service, water transportation, walking, and cycling, must be developed and promoted.

Curbing the use of private automobiles as a primary means of travel for visitors to the nation's capital continues to be a challenge. In a recent NPS survey, 40 percent of respondents indicated that their primary form of transportation to Washington, D.C. was the automobile.⁸ To minimize traffic in the monumental core, visitors are encouraged to use public transportation.

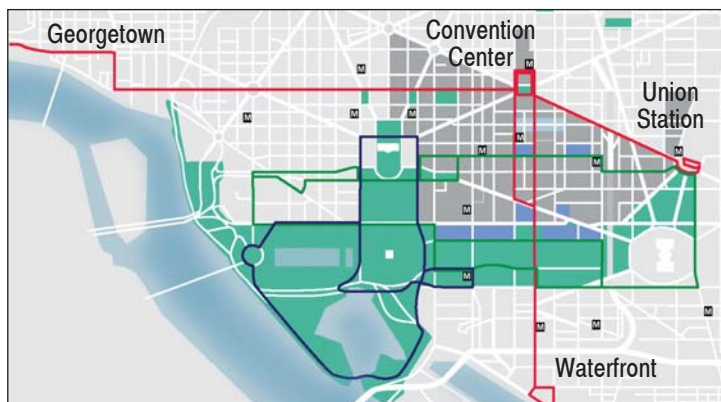
Federal visitor attractions are also increasingly accessed by tour bus, with as many as 1,000 tour buses in the District of Columbia every day during the peak April through June tourist season. Over time, the number of tour buses parked along busy city streets, frequently in large numbers, and often where parking is already limited, has increased significantly. Although tour buses are a desirable alternative to the private automobile, effective and coordinated temporary satellite parking for large numbers of buses should be developed close to the monumental core. While the Tourmobile—a concessionaire to the National Park Service—provides visitors with a narrated riding tour to major attractions (primarily the Mall, West Potomac Park, Arlington National

Cemetery, Mount Vernon, and the Frederick Douglass Home), these services offer limited travel routes. Greater access to attractions throughout the monumental core can be improved by implementing a system to connect visitors to hotels and the commercial and retail opportunities provided in areas of the city adjacent to the attractions.

Visitors to Washington, D.C. have a favorable opinion of the public transportation system and support it as a means to travel to the various attractions and maneuver around the city and region.⁹ The Downtown Circulator, currently in development, is supplementing the existing transportation system by connecting visitors and residents to the many activity nodes and attractions that run from Union Station toward Georgetown and along 7th Street from the new D.C. Convention Center toward the Southwest waterfront. Although current proposals envision routes within downtown D.C. and the monumental core, the *Legacy Plan* proposes a more extensive circulator route that could eventually serve areas extending from Anacostia Park and Robert F. Kennedy Stadium to the east, Arlington Cemetery to the west, North and South Capitol Streets, and beyond the Anacostia River into historic downtown Anacostia.

Nearly 60 percent of the hotel rooms in Washington, D.C. would be in close proximity to the proposed circulator.

Downtown Circulator Partner Group



Downtown Circulator Routes

8. *National Capital Parks Central, Washington, DC Visitors Transportation Survey*, November 2003.

9. *National Capital Parks Central, Washington, DC Visitors Transportation Survey*.

Circulators or similar transit alternatives, such as light rail, expand travel options and complement existing Metrorail and Metrobus service, providing better access for visitors to other vibrant and active areas of the District of Columbia and region currently less well served by public transportation. In addition, the federal government encourages the development of other modes of transportation, such as shuttle service between Metrorail stations and federal visitor attractions, and water transportation, such as water taxis. Walking and bicycling should also be encouraged, and trails and sidewalks should be improved to facilitate an enjoyable transportation alternative for visitors.

Visitor Transportation

Policies

Federal agencies should:

1. Encourage federal visitor attractions within walking distance of public transportation stations and routes.
2. Support increased visitor access to federal and local visitor attractions in the monumental core through a Downtown Circulator system or other transit alternatives (e.g., light rail) coordinated with key Metrorail station locations.
3. Support supplemental forms of transportation, such as shuttle service to and from Metrorail stations, to encourage visitor access to federal visitor attractions located outside of the monumental core.
4. Encourage development of tour bus parking and management strategies to reduce traffic congestion in and around the monumental core and near visitor attractions in other areas of the city and region.
5. Improve information dissemination to visitors to the nation's capital that promotes and educates visitors about transportation alternatives in the National Capital Region.
6. Increase visitor awareness about long-term parking facilities adjacent to public transportation.
7. Encourage increased use of bicycles to access attractions in the region, and provide bicycle racks, information about rental locations, and maps identifying designated bike path locations.
8. Encourage local governments to promote water transportation, such as water taxis, as a way of accessing attractions from the water.
9. Promote a pedestrian friendly monumental core and improved pedestrian access to neighborhoods and federal visitor attractions within the nation's capital through the development of sidewalks, streetscape enhancements, and ground level retail or other amenities.

Reagan Washington
National Airport



Visitor Services and Information

The nation's capital is a major destination for domestic and international visitors, and a center of visitor attractions, artifacts of history, art, and culture, and special events and activities that create memorable and educational experiences for all visitors.

As visitor numbers increase and new federal visitor attractions are located throughout the city and region, encouraging tourism and providing coordinated information to these attractions will become even more important. A coordinated and comprehensive visitor information service, providing information about events, activities, shopping,

transportation, and parking, would help visitors with their travel plans and enhance their travel experience. Current information could include a wide variety of dining and lodging options, arts and entertainment, sports schedules, and special events. Offering a program that tells the story of our nation's capital could heighten the experience of visiting school children.

Finally, a continuing increase in the number of international visitors to the region requires that the information needs of non-English speaking persons are met by providing maps, signage, and other information guides in a variety of languages.

Visitor Services and Information

Policies

Federal agencies should:

1. Support the dissemination of information at regional locations frequented by visitors (e.g., hotels, restaurants, Metrorail stations, and major transportation centers). Information should include federal and local visitor attractions, events, tours, and commercial, retail, and restaurant opportunities.
2. Encourage visitor interest in federal visitor attractions, including less frequently visited attractions in the region, by employing the use of brochures and multimedia materials.
3. Encourage specialized information, learning aids, and tours at federal visitor attractions for groups such as school children or international visitors.
4. Encourage multilingual information services and the establishment of foreign currency exchange facilities for international visitors in the vicinity of federal visitor centers and at key transportation centers.



Visitor Programs and Special Events

The federal government, in coordination with the government of the District of Columbia, has a vital role in sponsoring and providing special programs, festivals, parades, concerts, fine arts presentations, and entertainment events that educate visitors and contribute to a memorable and enjoyable visitor experience. Special events at central downtown locations, such as Freedom

Each year the National Park Service manages some 3,000 activities on the Mall and its environs.

Plaza, the U.S. Navy Memorial, and nearby activity nodes (e.g., D.C. Convention Center, MCI Arena), are ideally located to allow visitors to participate in special programs and events.

Adequately and safely accommodating visitors at these events and programs can also create challenges. Events such as inaugural parades or demonstrations that take place on Pennsylvania or Constitution Avenues often attract more people than the street system and public transportation

system can reasonably handle. This places stress on public facilities, such as dining establishments and restrooms, and on the federal visitor attractions themselves. These pressures can be alleviated through creative scheduling, planning events on days and at times without competing activities, and capitalizing on holidays. Timed ticketing for visits to major attractions is a successful response to scheduling issues, and extended hours should be tested periodically to address visitor needs.

The federal government should continue to be an active participant, with the District of Columbia, in supporting events and activities at traditional gathering places and on federal property, such as parkland and urban plazas. The federal government should continue to develop and implement creative solutions for special events programming. In the future, the development of other civic spaces, such as those proposed on South Capitol Street, will expand the opportunities for these events.

Visitor Programs and Special Events

Policies

Federal agencies should:

1. Continue to sponsor displays, special events, and arts, cultural, and recreational activities in, on, and around federal facilities in the monumental core, in other areas of the District, and throughout the region.
2. Utilize innovative management practices and methods, such as adjusting hours of operation, promoting daily and monthly off-peak times of operation, and utilizing centralized and time-dated ticketing practices to reduce visitor congestion, increase access to tour groups, and minimize visitor inconvenience.
3. Coordinate special events that draw large crowds in a manner that minimizes disruptions to surrounding land uses and federal activities in the region.

Action Plan Matrix

Image of the National Capital Region

Relevant Plan Elements	Projects/Programs	Description
PARKS AND OPEN SPACE	National Mall planning	Update the 1976 master plan of the National Mall, coordinating with NPS' National Mall Landscape Conservation Plan, to consider how the Mall fits with the design framework of the areas adjacent to it and the surrounding urban area.
VISITORS	Memorial and museum sites	For sites identified in the <i>Memorials and Museums Master Plan</i> that are not already in federal ownership, assess the appropriateness of various methods (e.g, purchase, easement, PUD) for assuring the future availability of these sites. For federally owned sites, determine if major action is needed to assure future availability (e.g, relocation of major roadways).
FEDERAL WORKPLACE	<i>National Capital Urban Design and Security Plan</i> (NCUDSP)	Facilitate implementation of the NCUDSP through project and plan review, developing partnerships with other agencies to acquire funding, as well as comprehensive streetscape strategies.

While the projects may be long-term, the timeframe reflects the short- or long-term nature of the projects' implementation strategies. Short-term strategies are usually achievable within five years. Long-range strategies may also be addressed within five years, but are typically of a scope that may require five to twenty years or more. Note: Not all projects are currently funded.

Implementation Strategies	Action Partners	Timeframe
	NPS, NCPC	Short-term
<ul style="list-style-type: none">• Prepare study of methods, preferred strategies, and priorities, in consultation with affected agencies and private parties.• Use the study to seek any needed funding, or to take action on particular projects as they arise.	NCPC, NPS, USDOT, DDOT, DCOP	Short-term
<ul style="list-style-type: none">• Develop an NCUDSP Implementation Manual for use by federal agencies.• Conduct an implementation workshop for federal agencies.• Facilitate creation of partnerships among appropriate federal agencies to design and test security elements.• Continue to pursue creation of partnerships among appropriate federal agencies to implement perimeter security through comprehensive streetscape projects.• Continue to pursue funding for perimeter security through comprehensive streetscape projects.• Continue to work with federal agencies throughout design development in the project and plan review process.	NCPC, FHWA, OMB, GSA, NPS, DDOT and other federal agencies as required by location-specific projects	Short-term

Image of the National Capital Region continued

Relevant Plan Elements	Projects/Programs	Description
PARKS AND OPEN SPACE; FEDERAL ENVIRONMENT; PRESERVATION AND HISTORIC FEATURES	Monumental axes study	Conduct a viewshed analysis of the monumental core and other key federal areas throughout the region.
PRESERVATION AND HISTORIC FEATURES; PARKS AND OPEN SPACE	Height of Buildings Act interpretation/application	Form joint task force with District of Columbia and federal agencies on interpretation of the Height of Buildings Act and other regulations affecting the horizontal character of the national capital. Work with Arlington County and other local jurisdictions to coordinate building height regulations with the appearance of the national capital.
TRANSPORTATION	Railroad relocation	Study the realignment of the existing railroad that currently travels immediately east and south of the U.S. Capitol, crosses South Capitol Street and bisects the Southwest Federal Center predominately along Virginia and Maryland Avenues.
FEDERAL WORKPLACE; TRANSPORTATION	Improve regional gateways and reinforce the preeminence of the monumental core: transform South Capitol Street into a vibrant urban corridor	Design and develop the stretch of South Capitol Street in D.C. between the U.S. Capitol and the Anacostia River into an urban boulevard that can accommodate new federal office space and a mix of uses that further serve the operations of the federal government, the city, and the surrounding neighborhoods.
PARKS AND OPEN SPACE; FEDERAL WORKPLACE; FEDERAL ENVIRONMENT	Anacostia Waterfront Initiative (AWI) implementation	Develop public and private properties along the Anacostia River for park- and water-related use, and develop nearby areas with federal and non-federal facilities as proposed in AWI.
TRANSPORTATION	Remove/relocate the SW/SE Freeway	Study the removal and/or relocation of portions of the Southwest/Southeast Freeway in D.C. and replace lost capacity via the surface street grid.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">• Prepare base maps showing topography, buildings, and forest cover.• Identify known and anticipated views (e.g., making use of past studies by NCPC, NPS).• Field-test views, in winter and summer.• Prepare maps and narrative describing significant views and existing or potential obstructions, with recommendations for actions to protect or enhance views.	NCPC, NPS, other federal agencies, city and county planning and preservation offices	Short-term
<ul style="list-style-type: none">• Form task force.• Study past cases of varying interpretations or other potential conflicts, and develop consensus on appropriate future handling of such cases.	DCOZ, DCRA, DCOP, NCPC, CFA, AOC, NPS, GSA	Short-term
<ul style="list-style-type: none">• Document the planning issues associated with the current location of the railroad facilities in the monumental core of the city.• Form a coalition of partners to evaluate alternative alignments.• Conduct existing conditions assessment.	NCPC, NPS, AOC, GSA, FEMA, DHS, DDOT, USDOT	Short-term
<ul style="list-style-type: none">• Produce a South Capitol Street design and development plan, including:<ul style="list-style-type: none">• Street improvement plan• Design guidelines• Concept design drawings• Construction phasing and cost estimates	NCPC, NPS, GSA, USDOT, DCOP, DDOT	Long-range
<ul style="list-style-type: none">• Identify specific AWI components requiring federal involvement; prioritize these items and identify responsible implementation agencies; assist agencies in obtaining authorization and funding.	NCPC, NPS, GSA, DOD/Navy, Army Corps of Engineers, D.C. government, and other AWI partners	Long-range
<ul style="list-style-type: none">• Conduct traffic studies to gauge current demand for the freeway and impact to the regional transportation system.• Conduct feasibility study to remove freeway and identify urban design opportunities.	NCPC, DDOT, DCOP, FHWA, GSA	Long-range

Operational Efficiency of the Federal Government

Relevant Plan Elements	Projects/Programs	Description
FOREIGN MISSIONS AND INTERNATIONAL ORGANIZATIONS	Revise District of Columbia zoning regulations	Background information prepared for the Foreign Missions and International Organizations Element reinterpreted the Foreign Missions Act of 1982, which established the procedures and criteria governing the location of foreign missions in the District of Columbia. The criteria are codified through the zoning regulations of the District, and the reinterpretation of the Act consequently means that the zoning regulations will require revisions.
FOREIGN MISSIONS AND INTERNATIONAL ORGANIZATIONS	Revise Department of State Real Property Manual	Last updated in 1987, the Foreign Missions and International Organizations Real Property Manual was prepared jointly by the Department of State, the National Capital Planning Commission, and the District of Columbia government as a guide for foreign missions and others interested or involved in the chancery development process. This manual describes the step-by-step process and procedures for a foreign mission, and under certain circumstances an international organization, to acquire, locate, relocate, replace, expand, and improve embassies, chanceries, and office space in the District of Columbia. The process is based on the Foreign Missions Act and other federal and District of Columbia laws and regulations. The manual requires revision to reflect recommended changes in the Diplomatic District (as implemented by zoning text and map amendments).
FOREIGN MISSIONS AND INTERNATIONAL ORGANIZATIONS	Identify foreign missions centers sites	Identify potential specific sites for the development of one or more new foreign missions centers. General development areas have already been identified in Comprehensive Plan policies.
FEDERAL WORKPLACE	Key federal indicators assessment	Report on economic and demographic indicators related to the federal presence in the National Capital Region.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">• In conjunction with the District of Columbia government, prepare zoning revisions for the future location of foreign missions in the District of Columbia. Zoning text revisions are requested to facilitate the siting and expansion of foreign missions in the District of Columbia. All zoning text and map revisions require adoption by the Zoning Commission.	DCOZ (lead), DCOP, NCPC, DOS	Short-term
<ul style="list-style-type: none">• In conjunction with the Department of State and the District of Columbia government, revise and update the Real Property Manual, incorporating the zoning text and map amendments reflected in the Comprehensive Plan.• Develop a process to assist foreign missions finding suitable locations.	DOS (lead), NCPC, DCOP, DCOZ	Short-term
<ul style="list-style-type: none">• Analyze specific sites, identify development scenarios and strategies, develop cost estimates, and identify funding sources, including partnerships with other public agencies and the possibility of public/private partnering. Draft legislation for a new Foreign Missions Center Act, as appropriate.	NCPC (lead), DOS, DCOP	Short-term
<ul style="list-style-type: none">• Conduct survey and compile data on:<ul style="list-style-type: none">• Federal agency demographics, e.g., types of jobs held by federal employees.• Spending patterns of federal agencies and employees.• Induced economic activity due to federal presence.• Federal employee commuting patterns.• Develop and publish report of findings.	NCPC (lead), federal agencies	Short-term

Relevant Plan Elements	Projects/Programs	Description
FEDERAL WORKPLACE	Workforce housing initiative	Develop a workforce housing program designed to aid federal agencies in the National Capital Region; improve air quality and traffic congestion; decrease regional energy consumption; address housing costs that are rising faster than incomes of the federal civilian workforce; and address housing shortages in the vicinity of some federal installations.
VISITORS	Visitor center sites	Identify the viability of potential sites for one or more new visitors centers, and locations for smaller information kiosks. Determine where centers can be located that can contribute to a more informative, interesting, educational, comfortable, and convenient visit, and determine if, outside the monumental core, these facilities can further educate the visitor about visitor activities that can be found throughout the District and region.
FEDERAL WORKPLACE; PRESERVATION AND HISTORIC FEATURES	Federal historic structures and properties	Establish and maintain a central resource for the collection and analysis of federal historic structures and properties.
ALL ELEMENTS	Project submission guidelines	Re-engineer and streamline NCPC's project submission process to ensure its review is consistently applied, efficient, and responsive to the needs of federal agencies.
TRANSPORTATION; FEDERAL ENVIRONMENT	TMP submission guidelines	Develop new guidelines for Transportation Management Plan submissions by federal agencies to encourage alternative means of commuting to minimize impact of federal employees driving alone during periods of congestion.
FEDERAL WORKPLACE	Federal procurement activities	Monitor and report on the magnitude of federal procurement and its changing patterns across jurisdictions and among federal agencies to augment the importance of the federal job base to the NCR's economy through measures of the federal government's direct support of job and income in the private sector. Work with other federal agencies and local, state, and regional agencies to increase competitive positions within the federal market of goods and services to ensure that this market supports efficiencies within federal operations.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">Conduct a federal employees housing survey to identify and analyze issues that affect federal employees' housing choices.Identify stakeholders and build partnerships to address federal employees' housing needs.Identify and evaluate existing federal, state, and local programs for their application to the federal government.Develop, implement, and evaluate a federal employees workforce housing pilot program.	NCPC (lead), federal and local government agencies, and non-governmental organizations	Short-term
<ul style="list-style-type: none">Analyze specific sites; identify development scenarios and strategies; develop cost estimates; and identify funding sources, including partnerships with other public agencies and the possibility of public/private partnering.Determine how both large, comprehensive visitor orientation centers and small kiosks can be developed to provide essential information to visitors.	NCPC (lead), NPS, Smithsonian, DCOP, tour industry stakeholders	Short-term
<ul style="list-style-type: none">Compile information from agency Historic Structure Reports and similar documents on their historic properties.	NCPC (lead); federal agencies	Short-term
<ul style="list-style-type: none">Review and revise current submission guidelines.Develop electronic submissions form in support of E-gov.Review federal leasing process with GSA and negotiate an appropriate and constructive role for NCPC.	NCPC	Short-term
<ul style="list-style-type: none">Review TMP submissions.Review Commission actions on TMPs.Interview NCPC Project Review staff and federal agency representatives.Draft specific content requirements.	NCPC, MWCOG, federal agencies	Short-term
<ul style="list-style-type: none">Monitor and publicly report on federal procurement activities in the NCR.Meet with regional stakeholders in federal procurement activities (federal agencies; regional, state, and local economic/business development organizations) and develop policy actions and strategies (federal and other).	NCPC, regional Congressional representatives, OMB, SBA, BOT, MWCOG, state/district and local economic/business development organizations	Short-term

Operational Efficiency of the Federal Government continued

Relevant Plan Elements	Projects/Programs	Description
FEDERAL WORKPLACE; TRANSPORTATION	Central Employment Area (CEA) boundaries	Reexamine the CEA boundaries within the District of Columbia where existing federal facilities and high-density development contribute to the employment population, economic diversification, and mixed-use nature of the core and where higher-density mixed-land uses are encouraged for economic development within active planning initiative.

Transportation Mobility and Accessibility

Relevant Plan Elements	Projects/Programs	Description
TRANSPORTATION; FEDERAL WORKPLACE; VISITORS	Downtown Circulator	Design the Downtown Circulator service as a convenient supplement to the existing Metrorail and Metrobus system for federal and private-sector workers, residents, and visitors, throughout the monumental core and downtown D.C.
TRANSPORTATION; VISITORS	Tour bus operations and parking management	Design and construct a central tour bus parking facility to serve federal attractions near the National Mall.
TRANSPORTATION; FEDERAL WORKPLACE	Bicycle paths/lanes on federal installations	Construct bicycle travel lanes connecting the various buildings on federal installations and connecting to nearby off-installation bicycle paths, lanes, and trails, as well as nearby Metrorail stations to support bicycle commuting.
TRANSPORTATION	Metropolitan Branch Trail	Plan, design, and construct Metropolitan Branch bicycle trail. (Note: WMATA is currently constructing a segment of the trail as part of the New York Avenue Metrorail Station construction)
TRANSPORTATION; VISITORS	Water Taxi Study	Plan for future water taxi service.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">• Research past Commission and District Council decisions on CEA boundary updates.• Identify existing federal facilities within the core area.• Research adopted land use plans and current planning initiatives in the core area and identify sites with existing and planned high-density development.• Develop proposed boundaries in conjunction with the update of the District Elements of the Comprehensive Plan.• Adopt and map new boundaries, update the Federal Elements of the Comprehensive Plan with new boundaries.	NCPC, other federal agencies, DCOP, DCOZ	Short-term

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">• Select and procure vehicles.• Refine Phase 1 routes.• Identify funding partners and funds.	NCPC, Downtown BID, DDOT, WMATA	Short-term
<ul style="list-style-type: none">• Implement improved tour bus operations management, parking infrastructure, and information systems. (Note: DDOT and Union Station Redevelopment Corporation are planning to expand tour bus parking in the near future.)	DDOT (lead), NCPC, Downtown BID, DC Council	Short-term
<ul style="list-style-type: none">• Study bicycle trail connections at federal campuses.	NCPC, NIH, NPS, Montgomery County Planning Department, MNCPPC, WABA	Short-term
<ul style="list-style-type: none">• Facilitate efforts where decisions impact/benefit federal facilities.	DDOT, WMATA, DCOP, NCPC	Short-term
<ul style="list-style-type: none">• Develop comprehensive picture of District-wide waterfront improvements.• Develop preliminary routes for water taxi use.	NCPC, DDOT, DCOP, DOD	Short-term

Transportation Mobility and Accessibility continued

Relevant Plan Elements	Projects/Programs	Description
TRANSPORTATION	Kennedy Center Access Improvements Project	Design and construct improvements to pedestrian, bicycle, transit, and auto access to the Kennedy Center, including provision of a new public plaza spanning the freeway on the east side of the Center and improved access to the riverfront on the west.
TRANSPORTATION; FEDERAL ENVIRONMENT	Metrorail system capacity improvements	Investigate strategies to increase Metrorail system capacity, including spreading the peak loads by adjusting federal employee commute times.
TRANSPORTATION; FEDERAL ENVIRONMENT	Dulles corridor rapid transit project	Participate in planning for extension of the transit system to Tysons Corner and Dulles Airport, and beyond.

Stewardship of Natural Resources

Relevant Plan Elements	Projects/Programs	Description
PARKS AND OPEN SPACE; FEDERAL ENVIRONMENT	Parks and open space assessment and management	Establish and maintain a central database for collecting and analyzing data about parks and open space; establish partnerships to enhance and manage regional parks and open space resources.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">Plan, design, and construct improvements. (Note: Project is being coordinated with ongoing Theodore Roosevelt Bridge Environmental Study)	FHWA (lead), Kennedy Center, NCPC, DDOT, NPS, CFA, DCOP,	Long-range
<ul style="list-style-type: none">Utilize completed Metrorail survey to determine whether federal employee commute times have been recorded.Survey federal agencies about employee arrival/departure times.Determine which trains have excess capacity.Propose adjustments to allowable work hours.	NCPC, WMATA, MWCOG, DDOT, FTA, GSA	Long-range
<ul style="list-style-type: none">Review and participate in all phases of work.	VDOT, VDRPT, FTA, WMATA, local jurisdictions	Long-range

Implementation Strategies	Action Partners	Timeframe
<p>In conjunction with other stakeholders, coordinate regional parks and open space data collection and analyses; and develop strategies to protect, develop, enhance and manage park and open space resources to meet all user needs.</p> <ul style="list-style-type: none">Create federal/local and public/private partnerships to protect, develop, enhance, and manage parks and open space.Work with stakeholders to develop a methodology for defining and assessing parks and open spaces.Develop an inventory of federal, state, local, and other parks and open space, considering both in the NCR and more detailed work within the District of Columbia. Maintain as a detailed GIS database.Produce two reports assessing needs and opportunities for parks and open space. One report will be prepared at the regional level, and the other report will be developed for the area within the historic "diamond." Include analyses of future needs for both federal and local interests, and identify strategies to coordinate and optimize federal and local resources.Sponsor a Green Infrastructure Symposium.Prepare a property acquisition, transfer, and management analysis.	NCPC, NPS, DOD, USDA, GSA, other federal agencies, and local jurisdictions	Short-term

Stewardship of Natural Resources continued

Relevant Plan Elements	Projects/Programs	Description
PARKS AND OPEN SPACE; FEDERAL ENVIRONMENT	Greenway/greenbelt study	Pursue, in coordination and consultation with local jurisdictions, the protection or acquisition of a connected outer ring of major open space at the periphery of the region that links new and existing federal and local properties.
FEDERAL ENVIRONMENT; FEDERAL WORKPLACE	“Environmental Footprint” study of federal establishment	Study several representative federal facilities to determine their “environmental footprint”—the full range of environmental impacts caused by the federal activity. (Sample categories include heating/cooling, materials consumption, and commuting.) The data will assist NCPC and agencies in identifying significant impacts with the most potential for improvement, and in refining policies and programs to reduce these impacts.
PARKS AND OPEN SPACE	Fort Circle Parks System	Enhance the Fort Circle Parks system in accordance with the current NPS General Management Plan (in progress), which proposes several alternatives. This system was proposed in the McMillan Plan as a connected ring of parks and parkways incorporating Civil War fort sites; and was later refined and partially implemented. Current proposals include adding trails and emphasizing several key fort locations.
PARKS AND OPEN SPACE	Georgetown Waterfront Park, design and construction	Develop the public park linking the Potomac Palisades with Rock Creek Parkway. The park has been planned for several decades, and has been partially implemented.
PARKS AND OPEN SPACE	Blue Trail Study	Study potential for increased non-motorized recreational boating usage of the Potomac and Anacostia Rivers.

Implementation Strategies	Action Partners	Timeframe
<ul style="list-style-type: none">• Determine desired attributes, location, and extent of greenbelt.• Identify existing components and potential additional components of greenbelt, with assessment of their condition and need for protection or enhancement.• Identify strategies and mechanisms for protecting additional areas, and for increasing the usefulness of the greenbelt for recreation, wildlife, and environmental protection.	NCPC, USDA, DOD, and DOI, local jurisdictions	Short-term
<ul style="list-style-type: none">• Select federal agencies.• Identify categories of impact.• Evaluate magnitude of these impacts.• Identify potential reductions in resources consumption.	NCPC, federal agencies with representative facilities, EPA, Census Bureau, MWCOC, local jurisdictions	Short-term
<ul style="list-style-type: none">• Work with NPS on action items identified in its General Management Plan.	NPS, NCPC, DDOT, DCOP/Historic Preservation Office; DCDPR (can extend to include nearby forts in Arlington, Fairfax, and Montgomery Counties)	Long-range
<ul style="list-style-type: none">• Obtain needed approvals for revised design concept (currently underway).• Develop detailed designs for components of park; seek needed approvals; and complete construction.	NCPC, CFA, NPS, community groups	Short-term
<ul style="list-style-type: none">• Assess existing infrastructure for boating (docks, boathouses), and identify potential for further facilities.• Coordinate concepts with riverfront proposals from AWI, Potomac Heritage Trail, and plans for smaller areas (e.g., Georgetown Waterfront Park).• Determine specific projects and priorities, and work with relevant agencies or property owners to implement these improvements.	NCPC, NPS, DOD, DCOP, other local agencies, and property owners	Long-range

Acronyms

The Action Plan Matrix utilizes the following acronyms:

AOC	Architect of the Capitol
BID	Business Improvement District
BOT	Washington Board of Trade
CFA	Commission of Fine Arts
DCDPR	D.C. Department of Parks and Recreation
DCOP	D.C. Office of Planning
DCOZ	D.C. Office of Zoning
DCRA	D.C. Office of Consumer and Regulatory Affairs
DDOT	D.C. Department of Transportation
DHS	Department of Homeland Security
DOD	Department of Defense
DOI	Department of the Interior
DOS	Department of State
EPA	Environmental Protection Agency
FEMA	Federal Emergency Management Administration
FHWA	Federal Highway Administration
GSA	General Services Administration
MNCPPC	Maryland National Capital Park and Planning Commission
MWCOG	Metropolitan Washington Council of Governments
NCPC	National Capital Planning Commission
NIH	National Institutes of Health
NPS	National Park Service
OMB	Office of Management and Budget
SBA	Small Business Administration
USDA	U.S. Department of Agriculture
USDOT	U.S. Department of Transportation
VDOT	Virginia Department of Transportation
VDRPT	Virginia Department of Rail and Public Transportation
WMATA	Washington Metropolitan Area Transit Authority

Definitions

Comprehensive Plan for the
National Capital: Federal Elements

The following terms used in this document shall be construed to have the following meanings, unless a specific context denotes a different meaning:

Active Recreation: Those leisure pursuits requiring moderate to high physical exertion (e.g., hiking, bicycling, skating, and ball playing).

Alternative Fuel Bus: A bus that operates using a fuel other than diesel, such as natural gas or electric batteries.

Alternative Work Schedule: A schedule that varies from the standard 8-hour day/ 40-hour workweek.

Antenna Task Force: A body comprised of NCPC Commission members and federal and local government officials, established in 1994 to explore visual impact and other issues associated with the installation of antennas in the National Capital Region.

Antennas and Towers: Structures and devices that are used for the transmission of electronic, magnetic, or radiowave communication.

Brownfield: Abandoned, idle, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.

Bus Rapid Transit: A transit system that employs express buses using dedicated rights-of-way and passenger stations, allowing it to function in a similar manner to a fixed railway transit system.

Busway: A dedicated right-of-way exclusively for bus travel.

Capper-Cramton Act: Act of May 29, 1930, (46 Stat. 482), as amended, which provides “for the acquisition, establishment, and development of the George Washington Memorial Parkway along the Potomac from Mount Vernon and Fort Washington to the Great Falls, and to provide for the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital.”

Carpool: A group of two to five persons sharing the use of a vehicle for commuter travel.

Central Employment Area or CEA: An area in the District of Columbia, generally bounded on the north by Massachusetts Avenue, NW, Ninth Street, NW, N Street, NW, Seventh Street, NW, H Street, NW and NE, North Capitol Street, and Florida Avenue, NE; on the east by Fourth Street, NE, M Street, NE; Third Street, NE, K Street, NE, Second Street, NE, and C Street, NE, Constitution Avenue, First Street, NE, Maryland Avenue, NE, Second Street, SE, C Street, SE, New Jersey Avenue, SE, D Street, SE, South Capitol Street, E Street, SE, Southwest Freeway, M Street, SE, and 11th Street, SE; on the south by the Anacostia Freeway, Sterling Avenue, SE, South Capitol Street, Southwest Freeway, 14th Street, SW, Constitution Avenue, NW; and on the west by the Expressway to 23rd Street, NW, north along Virginia Avenue, NW, east along the northern lot line of 2121 Virginia Avenue, NW, to the eastern lot line of 2121 Virginia Avenue, NW, to E Street, NW, east along E Street, NW, to 21st Street, NW north along 21st Street, NW, to the northern edge of the rear lot line of the American Red Cross Building on Lot 834 in Square 104, east along the rear lot line of the American Red Cross Building to 20th Street, NW, south along 20th Street, NW, to the northern edge of the rear lot line of the Associated General Contractors of America (AGC) Building on Lot 835 in Square 122, east along the rear lot line of the AGC Building to 19th Street, NW, north along 19th Street, NW, to F Street, west on F Street, NW, to 20th Street, NW, north along Pennsylvania Avenue, NW, to 22nd Street, NW, north along 22nd Street, NW, to K Street, NW, east along K Street, NW, to 21st Street, NW, to M Street, NW, and New Hampshire Avenue, NW. (Refer to CEA Map, Federal Workplace Element, p. 42)

Chancery: The principal offices of a foreign mission used for diplomatic and related purposes and annexes to such offices (including ancillary offices and support facilities), including the site and any building or buildings on such site which is used for such purposes.

Circulator: A transit vehicle or system that utilizes fixed routes to serve multiple destinations.

Combined Chancery/Embassy: The site and any building or buildings thereon containing both the chancery and the embassy of a foreign mission.

Commemorative Works Act (CWA): The 1986 Commemorative Works Act provides guidance on the location and design of new memorials and monuments. The Act requires that Congress authorize all memorials on lands administered by NPS or GSA, and that NCPC, CFA, and either the Secretary of the Interior, in the case of parklands, or the Administrator of General Services, in the case of GSA-administered land, approve memorial sites and designs. CWA designated Area I and Area II for locating memorials, and CWA amendments enacted in 2003 created the Reserve. (See map on p. 177 of the Visitors Element.)

Compressed Work Schedule: A schedule that allows employees to compress an 80-hour pay period into fewer than 10 workdays by working more than eight hours during some workdays.

Downtown Circulator: A circulator system planned to serve downtown Washington, D.C. and the National Mall.

Embassy: The site and any building or buildings thereon containing the official residence of an ambassador or other chief of a diplomatic mission.

Executive Order: A legal proclamation or directive used by the President to exercise authority. Executive Orders are not required to be reviewed and approved by the Congress to be legally binding.

Federal Agency: Any department, agency, and other operating unit of the federal government.

Federal Civilian Employment: Those paid persons, full or part time, who occupy federal positions.

Federal Facilities: Buildings, installations, structures, or land owned or leased by the federal government.

Federal Visitor Attraction: A memorial, museum, parkland, natural feature, or commemorative work—under the jurisdiction of the federal government—that is of important national historic, symbolic, cultural, or educational value to the general public.

Federally Leased Space: Space in buildings, and land incidental thereto, for which the federal government has a right of occupancy by virtue of having a leasehold interest.

Federally Owned Space: Space in buildings, and land incidental thereto, the title to which is vested, or which will become vested, pursuant to existing agreement, in the federal government.

Floodplain: The lowland and relatively flat area adjoining inland and coastal waters, including at a minimum, that area subject to a one percent or greater chance of flooding in any given year.

Foreign Mission: Any mission to or agency in the United States involving diplomatic, consular, or other governmental activities of (1) a foreign government or (2) an organization (other than an international organization) representing a territory or political entity which has been granted diplomatic or other official privileges and immunities under the laws of the United States, or which engages in some aspect of the conduct of the international affairs of such territory or political entity, including any real property of such a mission and including the personnel of such a mission.

Fort Circle Parks: A major component of the park system of the District of Columbia recommended by the McMillan Plan and acquired by NCPC. Now managed by NPS, this ring of Civil War defenses are interconnected by a ribbon of parks that protect scenic hills and landscaped and natural area corridors that circle the District of Columbia.

GIS: Acronym for Geographic Information System, a computer system that stores and links non-graphic attributes or geographically referenced data with graphic map features to allow a wide range of information processing and display operations, as well as map production, analysis, and modeling.

Green Setting: The park and park-like character of the city and its environs that is due to the presence of trees and abundant landscaping threaded through built-up urban areas, or bordering the shorelines of its rivers and streams.

Hazardous Waste (HAZMAT): Discarded solid, liquid, or air-borne waste material exhibiting traits that have been found to have a harmful impact on human health and the natural environment.

Headway: A measure of the frequency of vehicle arrivals in a transit system, expressed as the amount of time between arriving vehicles at a particular station or stop.

High Occupancy Vehicle (HOV): A vehicle with multiple passengers; the minimum number of required passengers is defined by local or regional regulations.

Historic District of Columbia Boundaries: The original boundaries of the District of Columbia; the diamond-shaped area that forms the current borders of the District of Columbia, Arlington County, and a portion of the city of Alexandria marked by boundary stones at one-mile intervals.

Intelligent Vehicle Highway System (IVHS): An information and routing system that uses satellite, electronic, and radio communications technologies both onboard private vehicles and embedded within a regional highway network to manage traffic control and incident avoidance and response; often tied to a central regional control center.

International Organizations: (1) A public international organization designated as such pursuant to the International Organization Immunities Act (22 U.S.C. 288-288f(2)) or a public international organization created pursuant to treaty or other international agreement as an instrument through or by which two or more foreign governments engage in some aspect of their conduct of international affairs; and (2) an official mission (other than a United States mission) to such a public international organization, including any real property of such an organization or mission and including the personnel of such an organization or mission.

L'Enfant City: The area laid out in 1791 by Pierre L'Enfant and adjacent areas laid out by the McMillan Commission in 1901, bordered by Rock Creek Park on the west, Florida Avenue on the north, Florida Avenue extended on the northeast, the Anacostia River on the east and southeast, and the Potomac River on the southwest.

L'Enfant Plan: The body of designs and plans for the original City of Washington, which were promulgated by President George Washington and recognized by Congress as the general work of Pierre Charles L'Enfant, Andrew Ellicott and Benjamin Banneker, notably as subsequently laid out by the Office of the Surveyor of the District of Columbia government according to the “King Plats of the City of Washington in the District of Columbia, 1803.”

Light Rail: A transit system consisting of surface running trains which run either in dedicated rights-of-way or through shared use of an urban street grid. Train cars are lighter in weight than those used for subway or long-distance travel.

Local Agencies: Operating units of non-federal levels of government, including regional, state, county, city, and the District of Columbia, that have authority over lands within the National Capital Region.

Magnetic Levitation Train: A high-speed train that is levitated above a guide way and propelled using magnets that are electrically powered. Commonly known as “Maglev.”

Mall: That section of the monumental core bounded by Constitution Avenue on the north, Independence Avenue on the south, First Street, NW/SW, on the east, and Fourteenth Street, NW/SW, on the west. (National Park Service Reservations #3, 3A, 3B, 4, 5, 6). See also, “Mall Complex.”

Mall Complex: Popularly referred to as “the Mall,” a portion of the monumental core east of the Potomac River, consisting of the Capitol Grounds; “The Mall,” as defined above; the Washington Monument grounds; the Ellipse; West Potomac Park; and the Jefferson Memorial grounds.

MARC: Maryland Rail Commuter service, operating between Union Station and various Maryland and West Virginia locations.

McMillan Plan: The body of plans for the systematic improvement and extension of parks and public buildings sponsored by Senator James McMillan on behalf of the U.S. Senate in 1901 and set forth in “Report of the Park Commission” (Senate Document No. 166), 1902, as subsequently realized under guidance of the Architect of the Capitol, the Commission of Fine Arts, and the National Capital Park and Planning Commission.

Metrochek: A program of the Washington Metropolitan Area Transit Authority that allows employers to provide tax-free transit benefits to employees; Metrocheks are exchanged for transit fare cards.

Monumental Core: The general area encompassing the Capitol grounds, the Mall, the Washington Monument grounds, the White House grounds, the Ellipse, West Potomac Park, East Potomac Park, the Southwest Federal Center, the Federal Triangle area, President’s Park, the Northwest Rectangle, Arlington Cemetery and the Pentagon area, Fort Myer and Henderson Hall.

National Capital: The District of Columbia and territory owned by the United States within the National Capital Region outside the District of Columbia.

National Capital Region, or Region: The District of Columbia; Montgomery and Prince George’s Counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia; and all cities now or hereafter existing in Maryland or Virginia within the geographic area bounded by the outer boundaries of the combined area of said counties. This definition is set in the National Capital Planning Act of 1952.

NCPC’s Guidelines and Submission Requirements for Antennas on Federal Property in the National Capital Region: Guidelines developed by the National Capital Planning Commission to be used by federal agencies in the National Capital Region in the preparation and submission of plans for antenna installations.

Parking Ratio: The measure of the number of parking spaces provided for a given number of employees.

Passive Recreation: Quiet leisure pursuits with minimal physical exertion, such as sitting, reading, fishing, and picnicking.

Reserve: A zone considered the commemorative core of the nation’s capital and a completed urban design, within which no new memorial sites should be allowed, as recommended by the Joint Task Force on Memorials and adopted by NCPC, the Commission of Fine Arts, and the National Capital Memorial Advisory Commission. The Reserve encompasses the central cross axes of the National Mall formed by the U.S. Capitol, the Lincoln Memorial, the White House, the Washington Monument, and the Jefferson Memorial. (See map on p. 177 of the Visitors Element.)

Shuttle: A transit vehicle or system that follows a fixed route between two destinations.

Single-Occupant Vehicle (SOV): A vehicle occupied by one person only.

Telework/Telecommuting: A program that allows employees to perform some of the duties of their job from home or from a satellite work center near their home.

Transit-Oriented Development: Development that surrounds a transit station and that is characterized by compact and dense development patterns, a mix of uses, short walking distances between uses, and excellent walking conditions.

Transit Station-to-Workplace Shuttle: A shuttle that provides service between a work place and the nearest transit station.

Transportation Demand Management: The practice of managing the demand for transportation services so that it does not result in the construction of new transportation infrastructure.

Transportation Management Plan: A plan to manage transportation demand, particularly demand for the use of single-occupant vehicles and the roadways and parking spaces needed to serve them.

Vanpool: A group of six or more persons sharing the use of a vehicle for commuter travel.

Variable Work Schedule: A work schedule that varies from the normal work schedule utilized by an employer.

VRE: Virginia Railway Express commuter rail service.

Water Taxi: A water vessel that provides point-to-point commuter service, either on demand or following a regular schedule. Water taxis could also be used by visitors as a means to access visitor attractions.

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