



Monumental Core Framework Plan

Connecting New Destinations with the National Mall



National Capital Planning Commission
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As Washington, DC grows and evolves in the 21st century, we have an unparalleled opportunity to enhance some of the extraordinary features that make the nation's capital a great place to live, work, and visit. We can ensure that Washington remains a world-class destination by focusing on the planning challenges that are unique to a national capital, while also guiding development that showcases best practices for cities across America.

Partnerships among federal, local, and private interests can enable Washington to emerge as a model sustainable city—one that supports sites for future commemoration, reduces our impact on the natural environment, allows businesses and neighborhoods to thrive, and offers a premier destination for visitors the world over.

The *Monumental Core Framework Plan: Connecting New Destinations with the National Mall* identifies ways to merge the civic qualities of America's treasured National Mall with the urban vitality of the city by revitalizing federally dominated precincts in the capital's monumental core. The plan builds upon the vision of the National Capital Planning Commission's 1997 plan *Extending the Legacy* and details specific measures to support and enhance the opportunity for office and cultural space, green areas, and gathering sites for our future generations.

While the National Mall provides an inspiring setting for some of our most cherished memorials and museums today, we can and must create destinations of similar importance to support our public space and commemoration needs of the future. The *Framework Plan* illustrates where and how to create these new sites and shows how they can be connected with the National Mall, the waterfront, and the city.

John V. Cogbill, III
Chairman



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The design of Washington, DC is one of the great artistic achievements of our nation and a living symbol of our American civic culture. The image we have of Washington—its monuments, its impressive civic buildings, the great greensward of the National Mall—has become an intrinsic part of our national experience.

Great cities do not happen by accident: Washington has acquired its well-known form over two centuries through the convergence of planning, landscape and urban design, architecture, and art. Our capital city owes its success to the visionary planning efforts of Pierre L'Enfant and the Senate Park (McMillan) Commission, and to the work of many others. As the nation and this city continue to change and grow, good planning must underlie our efforts to ensure the highest quality of design in the nation's capital. In the *Monumental Core Framework Plan*, it is our hope to build upon Washington's tradition of enlightened planning with focused proposals to address modern needs.

Created in 1910 as a legacy of the McMillan Commission, the Commission of Fine Arts has a long-standing role in guiding the design of the nation's capital. As our centennial approaches, we are proud to co-sponsor this plan and look forward to ensuring that the symbolic values of Washington's monumental core will adapt and endure for future generations.

Earl A. Powell III
Chairman

National Capital Planning Commission

The National Capital Planning Commission is the federal government’s central planning agency in the District of Columbia and surrounding counties in Maryland and Virginia. The Commission provides overall planning guidance for federal land and buildings in the region. It also reviews the design of federal construction projects, oversees long-range planning for future development, and monitors investment by federal agencies.

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Introduction

Washington, DC is one of the world's great cities, designed as the physical expression of our nation's democratic ideals. From its beginnings more than two hundred years ago as a planned city symbolizing our collective civic culture, Washington has evolved over time—and will continue to evolve as the nation does, both by grand plan and by incremental change.

The heart of Washington's symbolic fabric is its monumental core. Much of the monumental core—old and new—is a cherished part of our national heritage and deserving of protection, though parts of this extraordinary civic composition are disrupted by unwelcome physical barriers that should be remedied. In 1997, NCPC's *Extending the Legacy* vision plan proposed to re-center the city on the U.S. Capitol by mixing public and private uses and extending new public buildings, memorials, and museums into all quadrants of the city. Today, new opportunities exist to create settings where the values of this and future generations may be expressed.

The Monumental Core Framework Plan: Connecting New Destinations with the National Mall is a proposal to project the civic qualities of the Mall into the city and to integrate the city's vitality into adjacent federal precincts. The National Mall, with its green expanse framed by iconic buildings and monuments, is a primary stage upon which our civic identity is played out. But while the National Mall is the physical center of Washington, it cannot support all the needs of a city that has more than a half-million residents, a workday

population nearly double that, and 20 million visitors per year. The *Framework Plan* identifies how to transform the architectural monumentality of the core to more contextual place-making, proposing new destinations that will be prestigious locations for future cultural attractions, distinguished settings for government offices, and inviting places to enrich the experience of people who live, work, or visit the capital city. Where connections between these destinations do not exist, they will be established; where they do exist, they will be reinforced.

As stated in one of President Obama's first executive orders, the economic health and social vitality of our urban communities are critically important to the prosperity and quality of life of all Americans. Vibrant cities foster innovation, economic growth, and cultural enrichment through the businesses, universities, and civic, cultural, religious, and nonprofit institutions they attract. Forward-looking policies that encourage wise investment and development will create opportunities to make our cities competitive, prosperous, and strong. For the nation's capital, the *Framework Plan* has been prepared in coordination with other current local and federal planning initiatives and contributes to a larger effort to transform center city Washington and its monumental core—an effort that requires the full partnership of the federal government and District of Columbia to ensure that Washington stands as a 21st-century model for outstanding urban design, livability, and sustainability.

The purpose of the *Monumental Core Framework Plan*—a practical tool to guide decisions and investment over the next thirty years—is to transform the federal precincts surrounding the National Mall into vibrant destinations and to improve connections between the city, the National Mall, and the waterfront, while achieving the highest levels of livability and sustainability in central Washington.

“Vision is the art of seeing the invisible.”

- Jonathan Swift

The *Monumental Core Framework Plan* was initiated to help preserve the historic landscape of the National Mall as a place for national gatherings and a place to honor our country’s heroes and cultural heritage. While the *Framework Plan’s* initial purpose was to improve the settings for future museums and commemorative works located off the National Mall, it expanded in scope to address broader needs, including the demand for federal office space and the planning and economic interests of the city.

Civic Vitality

The *Framework Plan* focuses on key streets and federally owned property in the areas around the National Mall. It examines Washington’s extraordinary but often undervalued assets such as its waterfront, historic public buildings, civic spaces, and parkland. It includes recommendations for integrating the special civic qualities of the National Mall and the dynamic vibrancy of downtown into the adjacent federal precincts to enrich the urban experience for all Americans and our international visitors.

The *Framework Plan* addresses the needs of our nation’s citizens, the federal government and its workers, city residents, and the local economy by proposing improvements to important sites, intersections, and

corridors, making these areas more accessible, more sustainable, and better integrated into the fabric of city life. It proposes linking new destinations, the National Mall, the waterfront, and the rest of the city with bold urban design gestures—symbolic connections that make new civic places possible. It also proposes more localized repair of the urban fabric and focused infusions of public and private development.

These *Framework Plan* goals can be achieved by strengthening each precinct around the National Mall with a dense mix of uses; walkable, friendly streets; well-connected and vibrant public spaces; publicly accessible buildings of distinguished architecture; and an easy-to-use multimodal transit system.

A Framework for the 21st Century

The *Framework Plan* is a flexible tool to inform future planning and development decisions. It is neither a prescriptive master plan nor an implementation program; rather, it identifies immediate and long-term opportunities to coordinate land use, urban design, public space, and transportation improvements, and to improve environmental management. Illustrations are provided to communicate planning ideas and design principles as a guide for future design proposals. The *Framework Plan* seeks to maintain federal ownership

of land and buildings and retain federal agencies in the District of Columbia in locations appropriate to their missions, while capitalizing on opportunities to integrate a mix of services, hotel, and residential uses throughout the federal and local city.

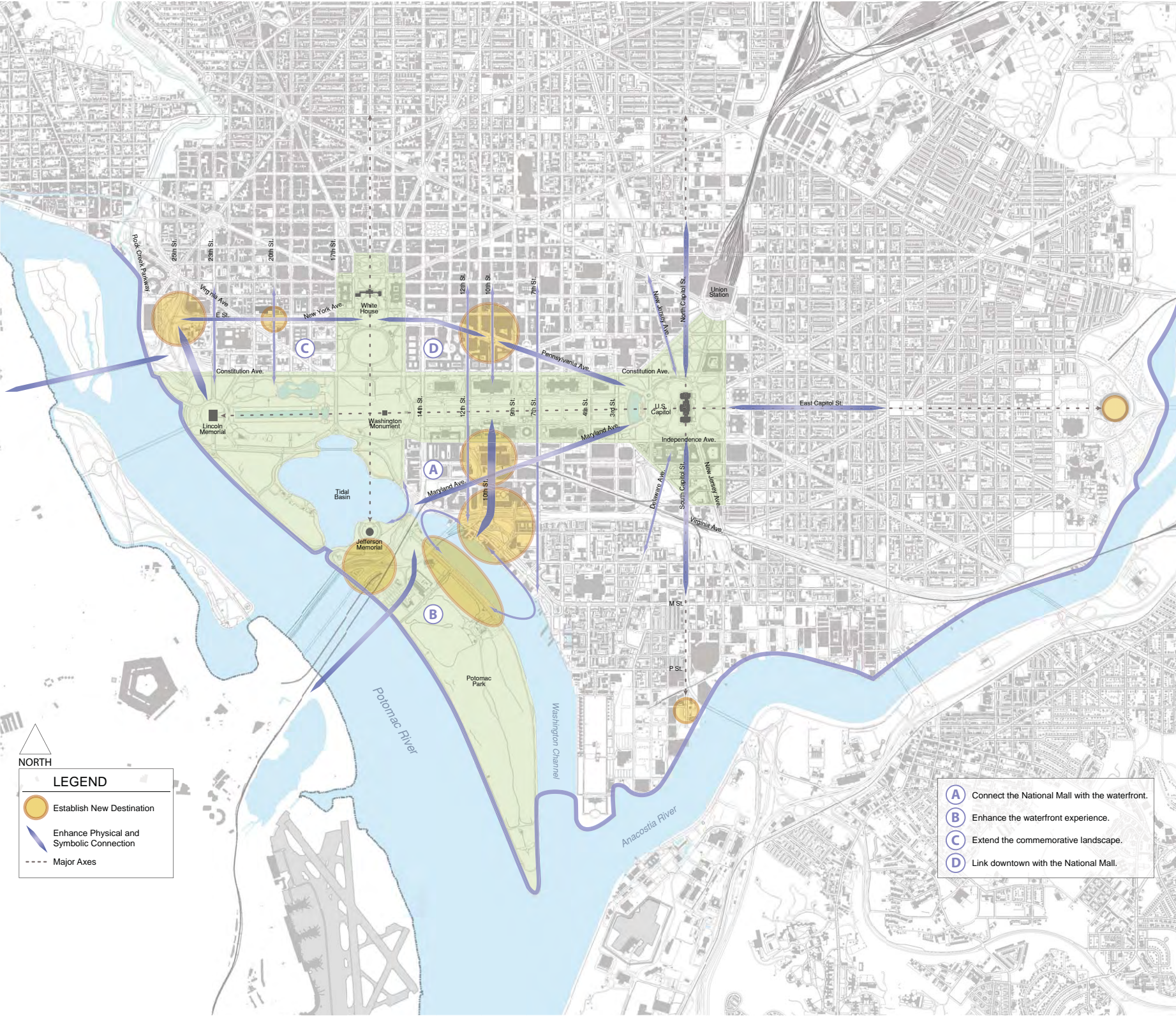
The *Framework Plan* contains a variety of large and small initiatives, some easily achieved in the next few years, and others that will require a longer time frame. Many recommendations will need additional detailed planning before projects are funded or constructed. Federal and city stakeholders, with input from the public, will further define, plan, evaluate, and design specific initiatives. This process will ensure compliance with the National Environmental Policy Act, the National Historic Preservation Act, and other requirements. Individual initiatives could be led by one or more federal, District, or private entities; funding mechanisms such as federal appropriations, partnerships, private financing, and other strategies should all be considered. For example, since some initiatives exceed the scope of an individual agency’s mission approval by the Administration and Congress will be required for the necessary capital investments. The *Framework Plan* lays out an action agenda for the detailed planning work necessary to evaluate the feasibility, costs, funding sources, and benefits of site-specific initiatives, as well as possible legislative tools and organizational approaches.

Framework Plan Goals

- Protect the National Mall from overuse
- Create distinctive settings for cultural facilities and commemorative works
- Improve connections between the National Mall, the city, and the waterfront
- Transform the monumental core into a vibrant and sustainable place to visit, work, and live



Linking places that mix culture, commerce, and public gathering spaces with the National Mall will enhance the visitor’s experience and contribute to Washington’s livability and sustainability.



Physical and symbolic links to new cultural and commemorative destinations will expand the image of the capital city to areas beyond the National Mall.

PLAN SUMMARY

The *Framework Plan* envisions the precincts near the National Mall as distinctive new city destinations. It identifies opportunities to enhance existing areas and to guide development to address federal needs and enrich the city's economy and its public realm.

These rejuvenated precincts will accommodate museums, memorials, federal offices, and other uses in a manner that is animated by a variety of day, evening, and weekend activities, including working, sightseeing, shopping, and playing. Mixed-use destinations will be connected with one another by a cohesive network of streets, bridges, green spaces, walkways, transit routes, bicycle paths, and water connections.

In some cases, establishing new destinations and connections will require removing barriers and filling in the gaps in the urban street and block pattern caused by intrusive highways, rail lines, bridges, buildings, and dead zones of single-use office buildings that are inaccessible to the general public. In other cases, it means building upon the existing character of the nation's capital by establishing symbolic relationships between prominent sites and enhancing their settings, including the corridors that connect them. Lively, walkable, urban neighborhoods with a mix of uses and a choice of travel options will transform the way residents, workers, and visitors experience the nation's capital.

Cornerstone Initiatives

The *Framework Plan* proposes four primary initiatives to transform the federal precincts. While each precinct

has a unique character and its own set of challenges, the objectives and the urban design, planning, and policy strategies for each area are similar. These strategies promote places that have unique identities, yet result in a unified vision to accomplish the goal of the *Framework Plan*: to link vibrant destinations in a manner that enhances the sustainability of the monumental core.

CONNECT THE MALL WITH THE WATERFRONT

Extend the civic qualities of the National Mall into the Southwest Rectangle, restore the urban fabric, and improve connections between the Mall and the Southwest Waterfront and between the U.S. Capitol and the Jefferson Memorial. Transform the area into a distinguished and pedestrian-friendly workplace, a cultural hub, and an exciting and welcoming visitor destination. The primary strategies for this precinct include: redefining 10th Street, SW as a mixed-use corridor between the National Mall and the waterfront; establishing the 10th Street terminus at the overlook as a premier cultural and mixed-use site; and reclaiming Maryland Avenue, SW as a grand boulevard.

ENHANCE THE WATERFRONT EXPERIENCE Establish Potomac Park as an easily accessible destination that offers expanded opportunities for recreation, leisure, commemoration, and celebration in a setting of scenic beauty showcasing environmental stewardship. The primary strategies for this precinct include: developing Potomac Harbor along the Washington Channel; establishing multiple connections for park visitors arriving by boat, Metro, car, bicycle, or foot; increasing

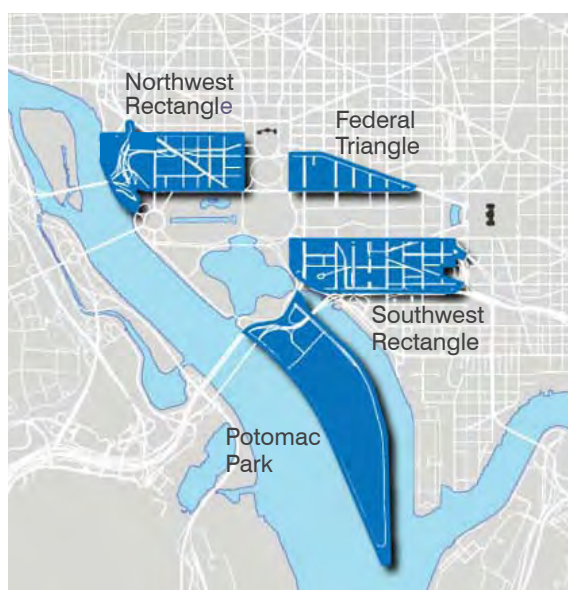
recreational opportunities; and creating multi-purpose festival grounds near the Jefferson Memorial.

EXTEND THE COMMEMORATIVE LANDSCAPE

Forge connections between the Northwest Rectangle's major civic and cultural destinations—including two presidential memorials and the White House—and establish the precinct as an accessible, walkable cultural destination and high-quality workplace. Build upon its prestigious location and existing open space to expand cultural and diplomatic facilities and create an interconnected system of beautiful parks to extend the commemorative landscape. The primary strategies for this precinct include: creating a new ceremonial boulevard between the Kennedy Center and the Lincoln Memorial; reclaiming the E Street corridor as an urban parkway connecting the Kennedy Center and the White House and President's Park; and decking highways to accommodate new parks and buildings.

LINK DOWNTOWN WITH THE NATIONAL MALL

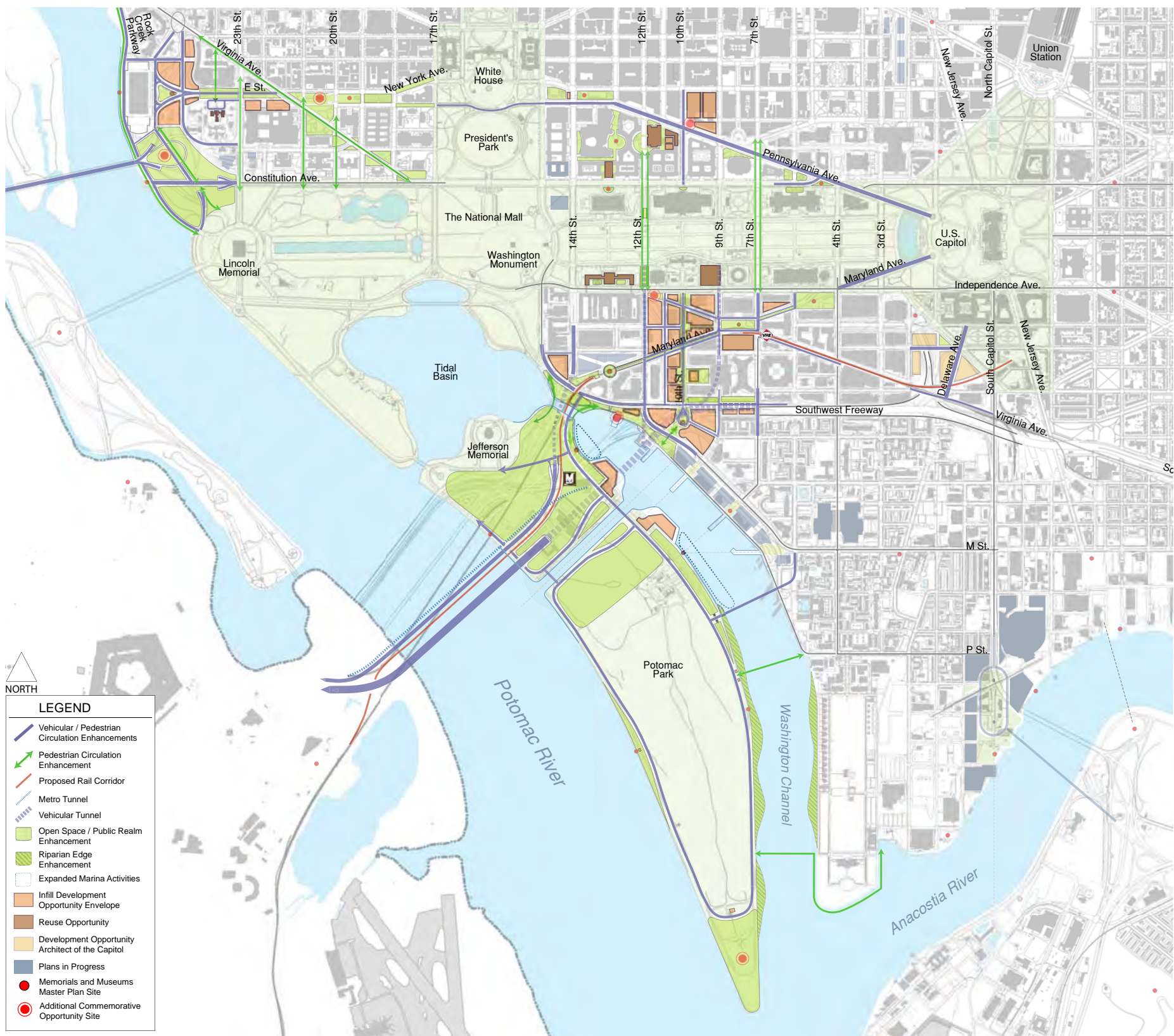
Develop new destinations along Pennsylvania Avenue, enhance the public realm, and improve connections along Pennsylvania Avenue and throughout the Federal Triangle to strengthen the avenue as a grand urban boulevard and support the area as a preeminent workplace and visitor destination. Showcase the art, architecture, and civic ideals of the nation with a lively mix of urban activities in a sequence of animated and distinguished public spaces. The primary strategy for this precinct is to establish a mixed-use destination on Pennsylvania Avenue between 9th and 12th Streets.



The *Framework Plan* study area.



The *Framework Plan* complements the National Park Service's *National Mall Plan* by focusing on the federal precincts surrounding the National Mall.



The *Framework Plan* identifies strategies to transform central Washington by establishing new vibrant mixed-use destinations and linking them to the National Mall and improving connections between downtown Washington and the waterfront.



Context

Washington has a proud history of planning and public initiatives that has resulted in an urban form and image that are recognized around the world. The National Mall is treasured for its sweeping and graceful landscape and the cultural resources it contains. The city's pedestrian-friendly downtown and neighborhoods make it one of the most walkable cities in the country. Collectively, these attributes contribute to Washington's unique context.

Planning efforts over two centuries have responded to the economic and cultural conditions of the time, shaping the city we know today. For example, hundreds of acres of marshland were reclaimed for parks; rail and highway infrastructure was inserted to move people and goods; and the need to accommodate a growing workforce resulted in districts of superblock office buildings. Some of these decisions have unintentionally compromised the optimal use of land and resources in portions of the city.

The *Monumental Core Framework Plan* strives to respect and uphold time-tested planning traditions while correcting some of the unanticipated consequences of past interventions. The *Framework*

Plan considers a number of current issues, such as: sustainable development; the expansion of central Washington; the increasing demands for the use of a finite amount of federal land for offices, cultural facilities, public gatherings, and recreation in an era that calls for increased security; the need to balance preservation of buildings with the efficient use of land and resources; and the call to embrace the city's rivers as important natural resources and urban amenities.

The *Framework Plan* addresses these and other emerging challenges within the monumental core by balancing federal and local needs within the precincts surrounding the National Mall. Federal and local agencies are in the midst of unprecedented cooperation among agencies planning for the nation's capital, and it is fortuitous that several key agencies are undertaking significant and complementary planning efforts. While the scope of each initiative differs, the concurrent planning efforts (see page 14) have provided the opportunity to collaborate and focus on complex issues at various scales, so that together each plan is greater than the sum of the individual parts.

Past actions, pressing issues, and anticipated trends comprise the context for examining the areas surrounding the National Mall and identifying appropriate interventions to address modern needs within the monumental core.

The *Framework Plan* is rooted in a planning history that spans more than 200 years. Washington’s urban form is largely a result of design principles that were conceived in the vision of the 1791 L’Enfant Plan, while numerous other principles arose out of subsequent plans such as the 1901 McMillan Plan and NCP’s 1997 *Extending the Legacy* plan. The *Framework Plan* embraces the heritage of these seminal plans and seeks to enhance the image and experience of the monumental core.

L’Enfant and McMillan Plans

In laying out a bold plan for the capital of a fledgling but ambitious nation in 1791, Pierre L’Enfant balanced divergent ideals. In the L’Enfant Plan, monumental boulevards intersect the street grid, and local neighborhoods abut imposing ceremonial spaces. The large mixes with the small, the grand with the commonplace, and the public with the private. The L’Enfant Plan used the natural environment and the contours of the land, taking advantage of the rivers’ confluence and placing emphasis on ideal topographical sites to create an interconnected system of public spaces and reciprocal views. The resulting urban form promotes the interaction of government and its citizenry and establishes a city where people can live, work, and visit.

During the 19th century, the proliferation of railroad tracks, saloons, and markets on the National Mall and in adjacent commercial precincts demonstrated the embrace of capitalism in an industrial era. As the century closed, the nation’s longing for an idealized and ordered public realm manifested itself in the City Beautiful movement. In 1901, the U.S. Senate formed a Park Commission, also known as the McMillan Commission, to address the development and design of a park system for Washington. The subsequent McMillan Plan led to the stately sweep of the National Mall, the surrounding Beaux Arts-style public buildings, and an ordered, impressive, and uplifting monumental core. The McMillan Commission used architecture, landscape architecture, and urban design to set civic life apart from the hustle and bustle of the commercial city.

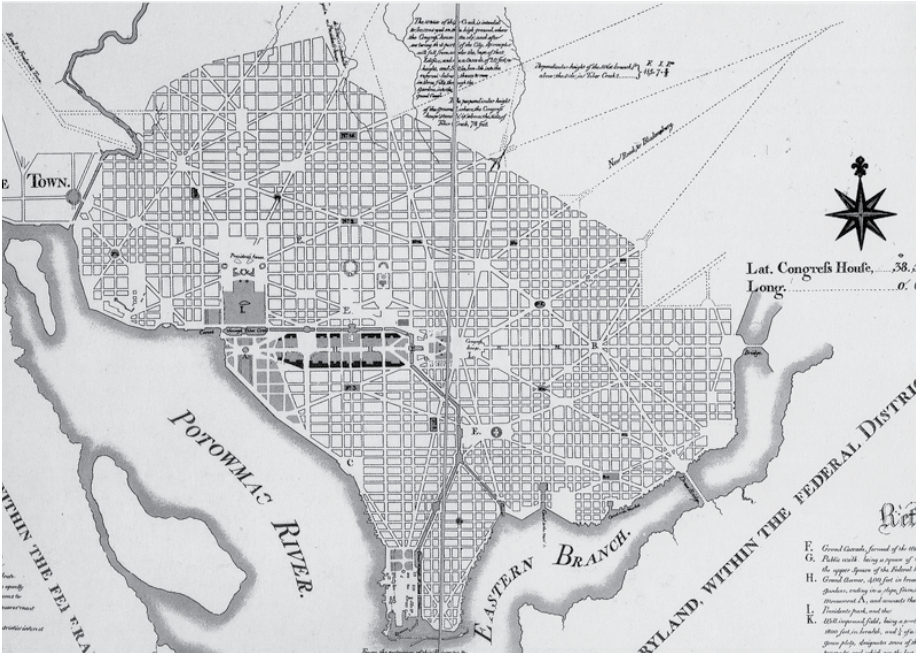
More recently, there has been a return to an understanding of successful urban design that is closer to that of L’Enfant’s. Urban planners and citizens recognize that in a modern national capital, the ceremonial functions and symbolic spaces of the federal city and the economic, social, and cultural life of the local community must enhance and benefit one another. Integration of uses—public and private, local and federal, buildings and open spaces—is widely understood to be an essential building block of vibrant Washington life.

Extending the Legacy

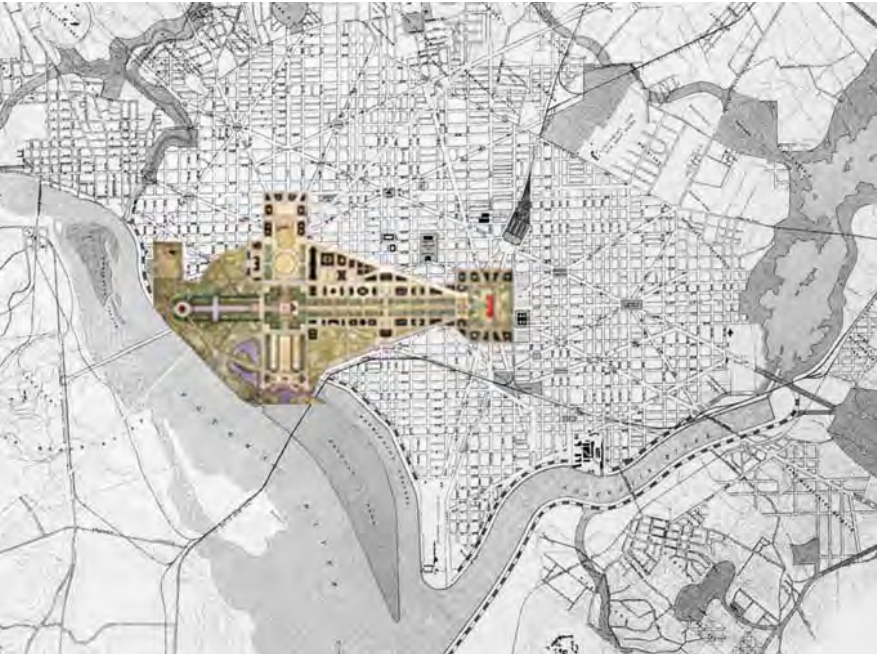
Extending the Legacy: Planning America’s Capital for the 21st Century is the third long-term vision plan to guide physical development in the capital city. The 1997 plan calls for a new way of thinking about the role of the federal government in the life of the city and proposes unifying Washington’s monumental core with the local city. *Extending the Legacy* also recommends locating federal facilities in all four quadrants of the city and encourages a mix of federal and private offices, housing, and commercial activity.

Key goals of *Extending the Legacy* include:

- Building on the heritage of the historic L’Enfant and McMillan Plans, which are the foundation of modern Washington.
- Unifying the city and the monumental core with the U.S. Capitol as the center.
- Protecting the National Mall and its historic landscape from future building.
- Using public buildings, new memorials and museums, and other facilities to stimulate economic development throughout the city.
- Integrating the Potomac and Anacostia Rivers into the city’s public life.



L’Enfant Plan, 1791



Senate Park Commission Plan (McMillan Plan), 1901.

- Developing a comprehensive, flexible, and convenient transportation system that eliminates barriers and eases movement around the city.

As a first step in implementing the vision of the *Extending the Legacy*, NCPG and its local and federal planning partners developed the *Memorials and Museums Master Plan* in 2001 to guide the location and development of future commemorative works and cultural facilities. The master plan identifies one hundred sites to encourage future memorials to locate throughout the city beyond the traditional monumental core and calls for a “Reserve” in the cross-axis of the National Mall to protect this open space from new development.

Framework Plan

The *Monumental Core Framework Plan* represents the next phase of advancing the heritage of planning in Washington. Building on the vision of *Extending the Legacy* for the monumental core, the *Framework Plan* also incorporates many of the principles of both the L’Enfant and McMillan plans, ensuring that the city’s unique planning history is preserved, while correcting some of the unanticipated consequences of past planning and development decisions. Specifically, the *Framework Plan* emphasizes

topography, reciprocal views, and symbolic connections, as did the L’Enfant Plan; supports an interconnected park system with the National Mall at its core to serve both civic and everyday needs, as did the McMillan Plan; and infuses mixed uses and public features throughout the city, including the entire waterfront, as did *Extending the Legacy*. In addition, the *Framework Plan* identifies opportunities for reclaiming underutilized land and restoring lost connections and open spaces.

The *Framework Plan* is not in itself a vision plan. While informed by the principles of Washington’s grand plans, the *Framework Plan* focuses on discrete and achievable proposals that will improve the livability and sustainability of the city. These smaller and more independent city-building initiatives will in turn help to realize *Legacy’s* broader vision for the monumental core. The *Framework Plan* recommends the kind of development and infrastructure changes necessary to attract the next generation of national memorials, museums, and government offices, while accommodating the private sector and the city’s residential and commercial needs. Toward this end, the *Framework Plan* seeks to create extraordinary places of scenic beauty, civic prominence, symbolic importance, and distinctive character worthy of a great capital city.

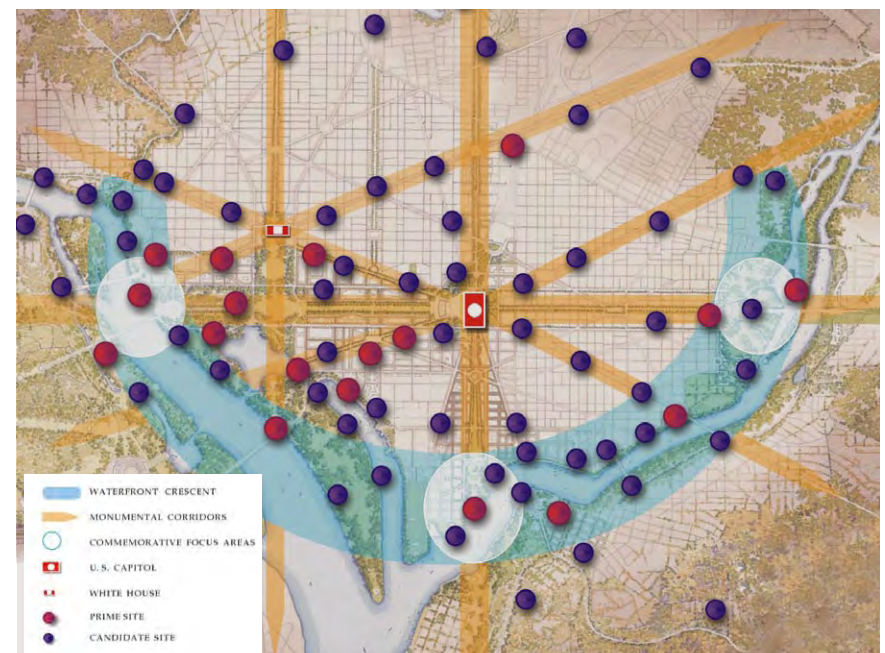
Extending the Legacy Achievements

A number of *Extending the Legacy* recommendations have been achieved and others have helped guide ongoing development decisions.

- Adoption of the *Memorials and Museums Master Plan* and the approval of six new memorials on a variety of sites off of the National Mall;
- Location of the Department of Transportation Headquarters and the Bureau of Alcohol, Tobacco, Firearms, and Explosives Headquarters outside the traditional core;
- Launch of the Downtown Circulator hop-on/hop-off bus service;
- Redevelopment planning for South Capitol Street as a vibrant urban boulevard and waterfront gateway at the Anacostia River;
- Strategic planning for the future of the RFK Stadium at East Capitol Street and the Anacostia River;
- Study to reroute intrusive railroad lines that divide city neighborhoods and separate them from the waterfront.



Extending the Legacy, Planning America's Capital for the 21st Century, 1997.



The Memorials and Museums Master Plan (2001) advanced principles of Extending the Legacy.

The *Framework Plan* addresses the needs of the federal government, as well as the interests of those who live, visit, and work in the capital city. The *Framework Plan* recognizes and responds to several issues, including Washington's expanding downtown; the urgent mandate to protect the National Mall and address the open-space needs of the District; the requirement to properly accommodate the federal government within the monumental core; the challenge of meeting federal building security standards; and the complexities involved with preserving historic buildings.

Washington's Expanding Downtown

The National Mall and adjacent federal precincts have historically been considered the southern edge of Washington's downtown. However, the shape and character of the urban core are evolving because strong growth and revitalization over the past ten years have expanded the city's traditional downtown. Office, residential, and retail development are creating new neighborhoods and commercial destinations in once-struggling areas.

It is the intent of the *Framework Plan* to help the National Mall and surrounding federal precincts contribute to the fabric of the new center city and not act as barriers to its urban diversity and

vitality. These former edges should become key elements of the expanding urban core and help reposition the Mall as the central open space of downtown Washington.

Culture and Commemoration

There is continuing demand for memorials and museums in Washington. Since 1900, an average of one new memorial has been dedicated in the nation's capital each year, and one new museum every ten years. If this pace continues, sites for dozens of new commemorative works and a half-dozen new museums and other cultural facilities will have to be accommodated in Washington by 2050. In addition, as America's preeminent gathering place, the historic landscape of the National Mall is suffering from its own success. Each year, the National Mall has more than 25 million visitors and the National Park Service receives more than 3,000 applications for public use. The annual stream of people, concerts, sporting events, exhibits, demonstrations, and celebrations places demands on the National Mall's 650 acres of fragile landscape and public facilities.

To relieve pressure on the National Mall, the *Framework Plan* identifies new, easily accessible, symbolically significant places for museums, memorials, and outdoor gatherings beyond the

Mall, and suggests how to improve their settings to better integrate these areas with the city. The recent success of the *Memorials and Museums Master Plan* supports the premise that memorial sponsors will be attracted to sites off the National Mall as long as there are appealing and exciting destinations elsewhere in the city. Creating new destinations throughout Washington will ease demands on the National Mall, stimulate activity in other parts of the city, and encourage visitors to see more of the nation's capital.

Parks and Open Space

Washington has a high percentage of land devoted to parks—more than 9,000 acres or about 24 percent of the District. Approximately 74 percent of this open space is federally owned and much of it has been designated for passive purposes, including memorials. While neighborhood and city parks offer recreation and respite opportunities, the city's open spaces are not evenly distributed or optimally managed to meet the demand. Therefore, the city relies on the use of federal land, including the National Mall, for the recreation space necessary to support its population.

Federal and local agencies have undertaken the *CapitalSpace* initiative to address the use, maintenance, management, quality, and long-term viability of Washington's park system. The *Framework*



Recent mixed-use development on Pennsylvania Avenue includes the Newseum.



The National Mall is a historic landscape and the nation's preeminent gathering place.

Plan supports this effort by introducing new multi-purpose open spaces, and improving access to and programming of parks, to address the growing need for additional recreation and event space.

The Federal Workplace

The federal government requires high-quality workplaces close to public transportation in order to remain competitive in recruiting and retaining a highly qualified workforce. Yet many of the buildings that the federal government owns and occupies are aging and require extensive modernization to bring them to current standards. In addition, as new laws and regulations are developed to meet new mission requirements, it may be necessary to renovate or build offices, meeting spaces, and research facilities. As a result, there will likely be ongoing demand for federal office space in the District of Columbia.

The *Framework Plan* recognizes that a concentrated employment base is beneficial to the city and the federal government. The *Plan* provides opportunities for increasing the amount of federal office space by more than one million square feet. It preserves federal ownership of land and buildings and acknowledges the cost-benefit profile of owned space over leased. The *Framework Plan* supports the retention of federal agencies within the monumental core while recognizing

ing the opportunity for federal offices to relocate to emerging markets throughout the District to promote economic development and satisfy workforce and operational policies.

Security and Urban Design

A democratic society aspires to be open and transparent; however, security concerns currently impact many aspects of life in central Washington and compromise these values. Closing streets, courtyards, and building entrances fosters the perception of an inaccessible bureaucracy and hinders efforts to provide access to public buildings and bring more vitality to federal office areas.

Physical design of the public realm can and should strive to reinforce important democratic values without compromising physical safety. This challenge constitutes an urgent and critical task for the federal government.

The *Framework Plan* encourages development of innovative solutions to protect people and assets in a manner consistent with the open character and urban vitality of the nation's capital. Locating publicly accessible ground-floor retail, visitor centers, cultural venues, and other activities in buildings that house federal agencies is one of several sound approaches to balancing urban design, openness, and security in

the design of sites, streets, and architecture without undermining the civic character of Washington.

Preservation and Modern Design

As physical manifestations of the federal government's post-war expansion, Modern-era buildings are an expression of mid-20th century theories of urban renewal and represent an important period of American planning, urban design, and architecture. While history teaches caution in making judgments about the architecture of the recent past, sufficient time has elapsed for Modern buildings to be assessed with contextual perspective by architects, planners, historic preservationists, and those who work in and appreciate these buildings.

While several federal buildings are clearly iconic and considered Modern masterpieces, other now-aging Modern buildings pose structural and systemic challenges in preserving their significant qualities while extending their lifespan. Although appreciation for Modern buildings has grown in recent years, it is difficult to integrate their style and large scale in well-established, fine-grained, and heterogeneous urban contexts. In Washington, the Modern-era alterations of the historic street grid complicate the task of reconnecting severed rights-of-way and undoing grade separations.



The U.S. Department of Transportation headquarters has been a catalyst for economic development in an emerging neighborhood outside the monumental core.



The U.S. Department of Housing and Urban Development headquarters (1963-1968), designed by Marcel Breuer, is listed in the National Register of Historic Places.

Washington has only recently begun to celebrate its more than 40 miles of remarkable waterfront. Originally proposed in *Extending the Legacy*, and further developed by the District of Columbia's Anacostia Waterfront Initiative, the creation of a continuous network of parks, public spaces, and walking/biking trails along the Potomac and Anacostia Rivers has been widely embraced and is now being implemented.

The National Park Service and the District of Columbia are working on projects that will integrate the full Washington waterfront into city life. These projects, such as the Georgetown Waterfront Park, the Southwest Waterfront development, The Yards, Hill East, and Kingman Island will connect many segments along each of the rivers. NCPC has also worked with its local partners to advance *Extending the Legacy* which envisions new mixed-use, cultural and commemorative destinations at the terminus of East and South Capitol Streets—significant waterfront locations that serve as gateways to the nation's capital.

To fully meet the city's objectives, gaps along several important segments of the riverfront must be addressed and access to the rivers along key avenues and streets must be strengthened. The *Framework Plan* recommends ways to connect the city with its waterfront in the Northwest Rectangle, the Southwest Rectangle, and Potomac Park.

Reconnecting with the Waterfront

Along the Potomac River, the waterfront network will connect the ten-acre Georgetown Waterfront Park with the Chesapeake and Ohio Canal National Historical Park, which includes a towpath that extends approximately 185 miles from Georgetown to Cumberland, Maryland. The waterfront open space also connects with the Capital

Crescent Trail, providing a hiking and biking link to Silver Spring, Maryland.

The Anacostia Riverwalk will eventually stretch 16 miles along both banks of the Anacostia River, connecting important destinations such as the National Arboretum and the Washington Nationals stadium. Under the leadership of the District of Columbia Department of Transportation, a part of the Riverwalk is now under construction as a public-private partnership. All of these improvements will create a regional waterfront network that connects new destinations with active waterfront uses while offering vistas and settings of extraordinary beauty.

As the owner of approximately 70 percent of the city's shoreline, the federal government has a substantial responsibility for protecting and enhancing this extraordinary natural feature. The city's entire waterfront should be accessible to the public, with some stretches quiet and pastoral, and others more actively developed to support festivals, concerts, and other urban activities. The *Framework Plan* advances efforts to restore the city's historic connection to its rivers and recommends ways to connect the waterfront to adjoining neighborhoods as places for public enjoyment, recreation, commemoration, and environmental stewardship.

Centering on the U.S. Capitol

The *Framework Plan* recognizes the importance of restoring the prominent role of the streets that radiate outward from the U.S. Capitol and reclaiming the street grid to link Washington's growing downtown and federal districts to the rapidly emerging Southwest and Anacostia waterfronts.

South, East, and North Capitol Streets, representing the cardinal directions extending from the U.S. Capitol, are all critically important within the

hierarchy of Washington's streets. The destinations that occur along these urban boulevards should reflect the role of the boulevards as prominent gateways to the monumental core.

Several studies have addressed how to transform these primary corridors. NCPC's 2005 South Capitol Street Task Force Report recommended the establishment of a grand urban boulevard and a nationally significant waterfront southern gateway near the confluence of the Anacostia and Potomac Rivers. The 2006 RFK Stadium Site Redevelopment Study addressed how to create a new mixed-use neighborhood and significant cultural destination at the city's eastern gateway on the Anacostia River. As an important first step to connect the northern portion of the city to the monumental core, NCPC and the District are currently preparing the North Capitol Street Urban Design and Transportation Study.

The other avenues radiating from the U.S. Capitol also link important institutions, places, or monuments and should represent the dignity and strength of the American spirit, as they host many important national and local ceremonial functions. The grid of streets that make up the building blocks of the city should be restored to provide a comprehensive pedestrian-friendly secondary network to link the monumental core with waterfront areas.

To achieve this connectivity, rail lines and highways must be decked and new mixed-use development, open space, and pedestrian plazas must fill in the gaps to link emerging areas of the city with the waterfront. These improvements will not only provide for a variety of magnificent waterfront experiences, but will also present opportunities for new commemorative or cultural attractions to further connect the Potomac and Anacostia Rivers with central Washington.

A Georgetown Waterfront Park



COURTESY OF NATIONAL PARK SERVICE

B Kennedy Center Waterfront



NCPC, ILLUSTRATION BY MICHAEL MCCANN

C Southwest Waterfront



COURTESY OF DC OFFICE OF PLANNING

D South Capitol Street



NCPC, ILLUSTRATION BY MICHAEL MCCANN

E The Yards



COURTESY OF DC OFFICE OF PLANNING



NPCC/CFPA, ILLUSTRATION BY EDRAW

With more than 40 miles of waterfront, there is a remarkable opportunity to create a recreation system along the Potomac and Anacostia Rivers with enhanced links to the monumental core. Many key projects and development initiatives are currently planned, under construction, or recently completed.

F Poplar Point



COURTESY OF DC OFFICE OF PLANNING

G Hill East



COURTESY OF DC OFFICE OF PLANNING

H Anacostia Park



COURTESY OF DC OFFICE OF PLANNING

I RFK Stadium



NPCC, ILLUSTRATION BY EDRAW

J Kingman Island



COURTESY OF DC OFFICE OF PLANNING

Coordinated planning and investment by federal and local agencies is imperative so that central Washington can continue to serve as an urban model for the nation and the world. The *Framework Plan* recognizes that the federal government is a key player in the city's economic growth and must participate in planning current and future development to ensure a healthy mix of public and private uses. As the city grows and developable land becomes scarce, it is essential that the federal government continue to identify suitable locations in central Washington for future federal uses, and that it work closely with District agencies when doing so.

Concurrent Plans

The *Framework Plan* is one of four major planning initiatives underway for the central portion of Washington. Each has varying jurisdictions, authorities, and constituencies, but they share a common vision for a diverse, vibrant, and beautiful city.

NATIONAL PARK SERVICE: The *National Mall Plan* addresses sustainable use, refurbishment, improvement, and maintenance of our nation's most iconic public space, the National Mall. The *National Mall Plan* provides for uses important to all, including commemoration, celebration, First Amendment demonstration, and civic activity, as well as recreation, education, and relaxation. Acknowledging the Reserve on the National Mall as a complete work of civic art and as a source of national pride, the plan will protect memorials, views, and other resources; improve the health and appearance of these areas; and provide high-quality facilities and experiences for the American people.

ARCHITECT OF THE CAPITOL: The *Capitol Complex Master Plan* is a 20-year vision plan and implementation strategy for the maintenance, renovation, and improvement of the Capitol complex. The planning principles address stewardship, urban form and context, and workplace and visitor needs. The intended outcomes are to provide sustainable, safe, high-quality facilities and grounds that meet the needs of Congress, invite the public to visit and participate, and instill national pride in the seat of government. The *Framework Plan* will ensure that the Architect of

the Capitol (AOC) is prepared to address facility renewal requirements and advances in building technologies, as well as to plan for growth and prioritize capital improvement decisions.

DISTRICT OF COLUMBIA: The *Center City Action Agenda* is the Mayor's action plan to redefine central Washington. It recognizes the great opportunity to develop well-connected and distinct areas in a rapidly expanding downtown area with the National Mall as its centerpiece. Addressing a broad area that encompasses the *Framework Plan* precincts, the *Action Agenda* advances Washington's identity as a waterfront city. It recommends investment in key places, corridors, and transit to ensure economic vitality, sustainability, and cultural diversity. It puts DC residents first and creates new places to serve both existing and new neighborhoods. The *Action Agenda* identifies strategic initiatives and implementation partners to ensure that the city center becomes an even more vibrant, walkable, and mixed-use urban core.

Integrated Planning Efforts

To facilitate integration of the concurrent planning efforts, NCPC and CFA have participated as cooperating agencies in the development of the *National Mall Plan* and contributed to several working groups during the formation of the *Center City Action Agenda*. In turn, input from various constituencies and coordination among federal and local agencies helped shape the *Framework Plan*. Specifically, preparation of the *Framework Plan* included a steering committee comprised of more than 15 senior-level leaders and a working group of agency representatives. In addition, NCPC and CFA held a symposium of international experts, "Framing the Capital City," and convened a series of roundtable panels of sustainability specialists to obtain further input. Overall, more than 80 coordination meetings were held with agencies, organizations, and public groups to obtain input, identify opportunities and concerns, and facilitate collaboration.

Consistent with the other plans, the *Framework Plan* seeks to preserve the treasured landscapes of the National Mall and the U.S. Capitol Grounds, and strengthen the natural systems within these special open spaces. The *Framework Plan* proposes strategies to invigorate adjacent areas with a mix of offices,

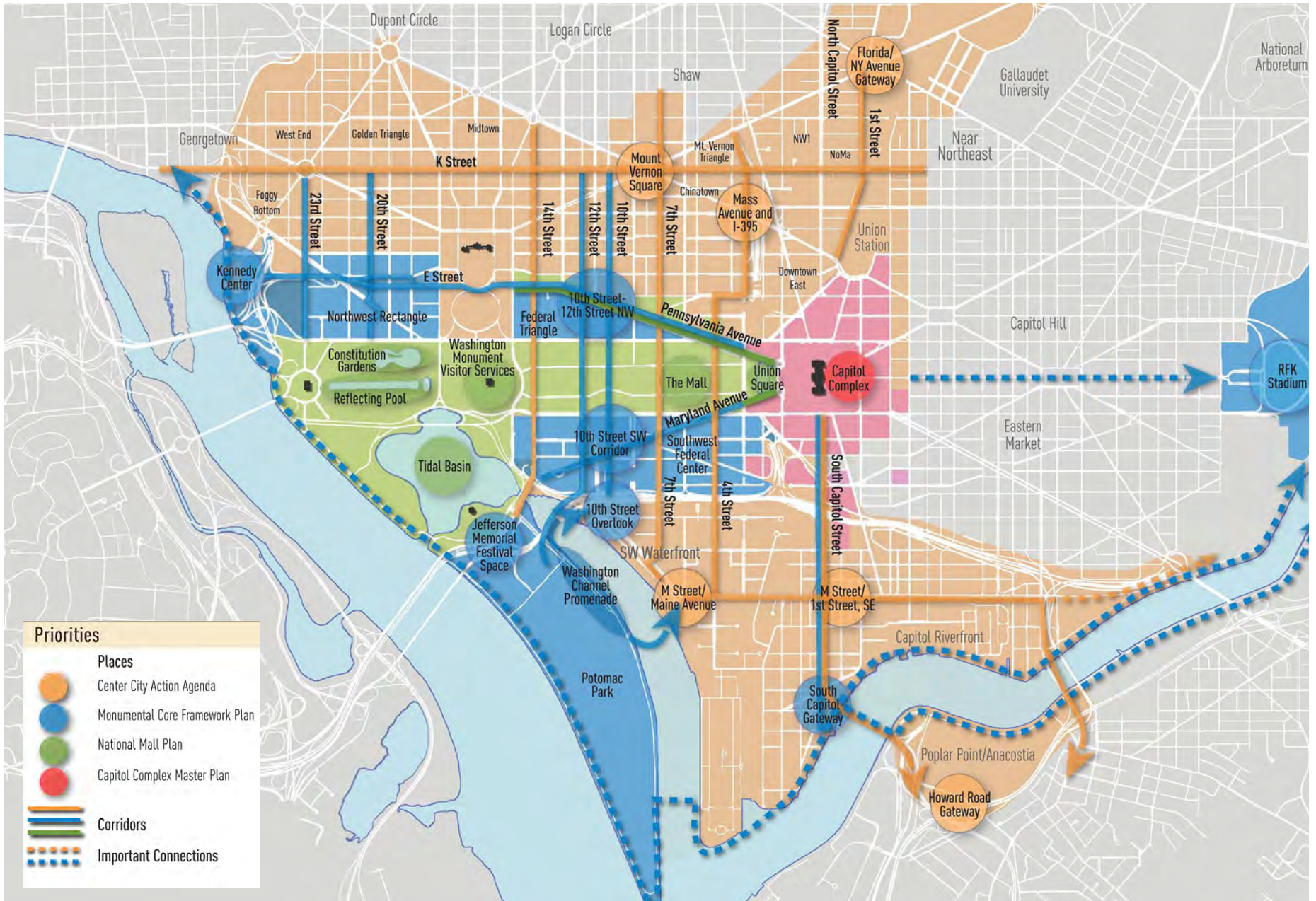
shops, businesses, and cultural activities and to improve connections among them.

The *Framework Plan* also proposes development outside of the traditional downtown area. In dispersing public investment to the broader center city area, the *Framework Plan* and the *Center City Action Agenda* can bring improvements and momentum to developing neighborhoods with public-private initiatives.

Common Objectives

The agencies responsible for these four plans collectively prepared a common set of objectives to help shape the goals and recommendations of each agency's plan.

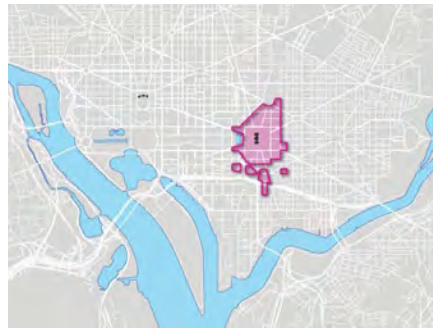
- **WELCOMING ATMOSPHERE** Create an atmosphere that embraces local citizens, visitors, and foreign dignitaries. Celebrate the warmth of a friendly town, the dignity of a seat of government, and the vibrancy of a progressive international city.
- **WELL-CONNECTED PUBLIC SPACE** Create a distinguished and accessible public realm of enduring quality shaped by beautiful civic infrastructure, architecture, streets, parks, and waterfronts. Maintain the free and open public access that is fundamental to a democratic society.
- **DISTINCTIVE PLACES** Create or renew neighborhoods and public places throughout central Washington to provide a mix of uses and experiences that are authentic and diverse and reflect America's history and culture.
- **GREEN AND SUSTAINABLE** Achieve a livable, healthy, and sustainable environment with clean air, water, and soil, and high-performing buildings and landscapes, by using model development and maintenance practices.
- **21ST CENTURY TRANSPORTATION** Establish a comprehensive, flexible, convenient, and coordinated network of public and visitor transportation options to support economic investment and environmental health, and to move people and goods to, within, and through the District, including Metro, light rail, streetcar, bus, water taxi, and commuter and intercity passenger rail service.



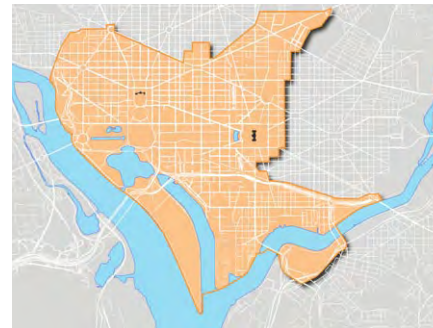
Coordinating planning efforts can result in a coherent vision and a common set of priorities for central Washington.



National Mall Plan:
National Park Service



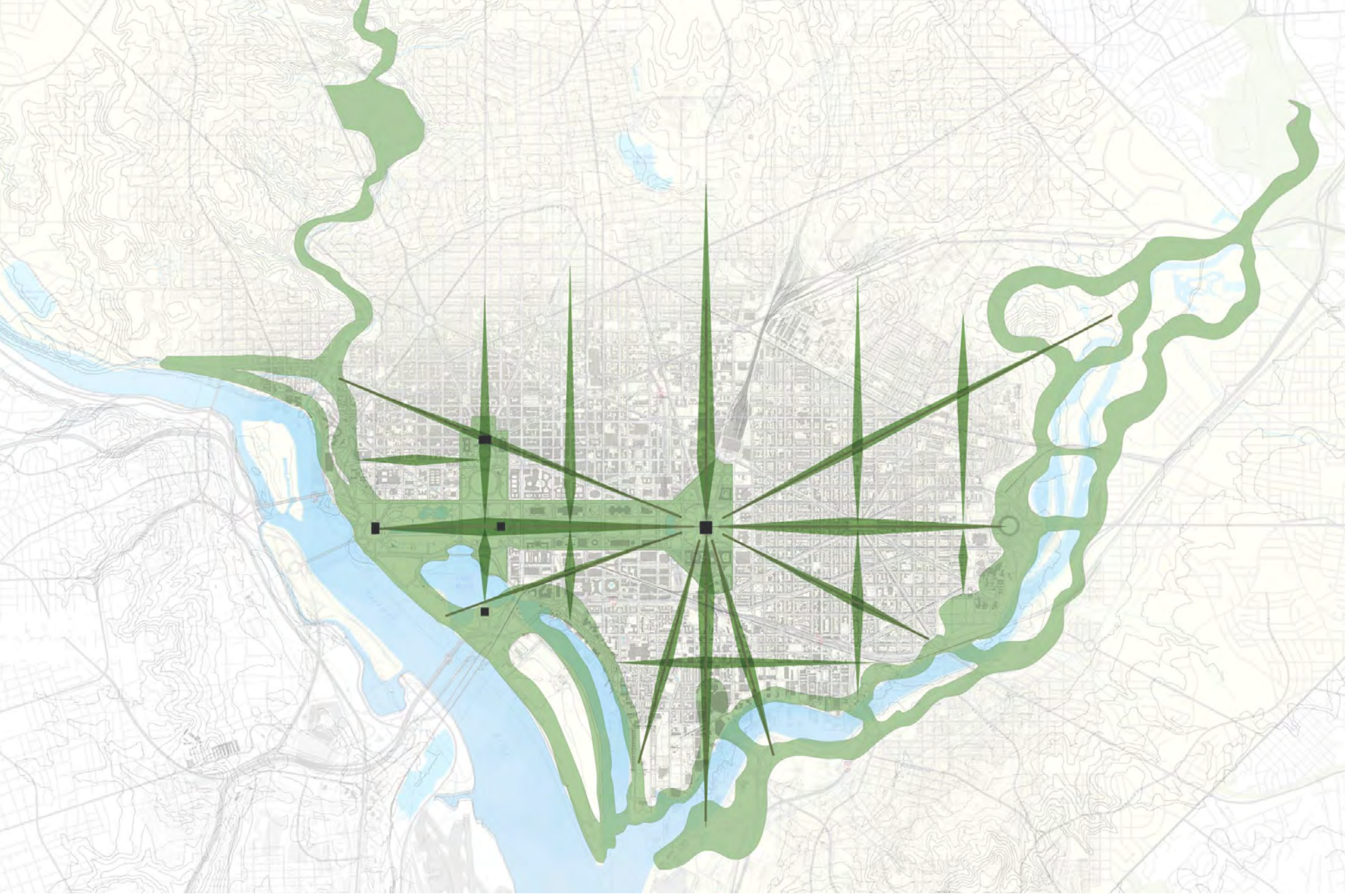
Capitol Complex Master Plan:
Architect of the Capitol



Center City Action Agenda:
District of Columbia



Monumental Core Framework Plan:
National Capital Planning Commission
and U.S. Commission of Fine Arts



Guiding Themes and Strategies

The city of Washington—conceived, planned, and built as the urban expression of a new nation—has a form strongly linked to our nation’s principles. Some of these principles first embodied in the L’Enfant Plan have guided two centuries of planning for the city. Other principles have emerged from the issues of each subsequent planning era. These include the monumental architectural vision of the McMillan Plan, and *Extending the Legacy’s* modern vision to protect the landscape of the National Mall and integrate federal buildings and commemorative works into the capital city. The *Monumental Core Framework Plan* respects these fundamental principles of past and present, and also aims to address the paramount planning issue of our time: the environmental, economic, and social sustainability of human habitation.

In guiding the future development of central Washington, the *Framework Plan* promotes livability

and sustainability—achieving what can be referred to as “sustainable urbanism.” It proposes destinations that are consonant with the underlying design of the city; makes both visual and physical connections to these destinations; promotes livability through the treatment of public space, compact land use, and transit to encourage a high-quality walkable urban environment; and integrates sustainable practices in all aspects of future development.

Sustainability is a comprehensive approach to balance the needs of the built and natural environment. It is engaging the creative efforts of people around the world, encompassing economics, livability, social justice and stability, and ecological protection, as well as physical design. The *Framework Plan* emphasizes sustainable urbanism to improve human health, safety, and quality of life; to conserve non-renewable resources; and to support a healthy and lasting environment.

The specific actions and interventions proposed in the *Framework Plan* were informed and guided by a series of themes, each with supporting strategies:

- Celebrate the City as Symbol
- Overcome Barriers and Improve Connections
- Encourage Compact Mixed-Use Destinations
- Strengthen the Public Realm
- Facilitate Transit Use and Public Mobility
- Advance Sustainability in the Urban Environment

Washington's iconic urban form is recognized around the world as a symbol of American democracy. Based on the seminal 1791 L'Enfant Plan, Washington has developed through two centuries. It has been subjected to comprehensive elaborations, most notably in the Senate Park Commission Plan (McMillan Plan) of 1901 and the 1997 plan *Extending the Legacy*. These plans are noteworthy not only for the unique contributions they have made to Washington's rich planning history, but also for their dedication to preserving and advancing the design principles of the L'Enfant Plan. The *Framework Plan* embraces the heritage of these plans and promotes their principles to ensure that newly created destinations are successfully integrated into Washington's symbolic iconography. L'Enfant's masterful combination of a street grid overlaid with

a composition of symbolic nodes, radial avenues, and monumental views emphasized by the natural topography has resulted in a physical embodiment of our country's democratic ideals of freedom, openness, and opportunity. To a remarkable extent, these visual and physical relationships have been preserved and amplified, most notably with the grand monumentality of civic and commemorative architecture envisioned in the 1901 McMillan Plan, and the broader distribution of civic assets as proposed by *Extending the Legacy*.

The *Framework Plan* honors these historic plans and retains the symbolic structure of the city. It recommends strategies to create, reclaim, strengthen, and preserve historically significant views, vistas, and axial relationships, particularly along important L'Enfant

streets and from locations with views toward nationally significant landmarks. The *Framework Plan* focuses on redefining and improving several corridors to enhance the perceived connections between the National Mall, downtown, commemorative sites, and the waterfront.

Several of the underlying principles of the *Framework Plan* involve preserving and restoring Washington's many cultural, historic, and architectural assets and civic spaces. The *Framework Plan* proposes to restore important elements of the L'Enfant Plan that have been lost over time, often due to the insertion of large-scale intrusions. It recognizes that significant buildings and commemorative works must be approached comprehensively and that the location of these elements must contribute to the organizing principles of our city, our democracy, and the evolving national narrative.



“The positions for the different Edifices, and for the several Squares or Areas of different shapes, as they are laid down were first determined on the most advantageous ground, commanding the most extensive prospects.”

- Pierre L'Enfant

Strategies

The *Framework Plan* proposes several strategies to elevate key urban design elements of the L'Enfant Plan, create new visual connections, and facilitate the movement of pedestrians through the National Mall and the monumental core to new and existing destinations.

1. **ENHANCE VIEWS AND SYMBOLIC RELATIONSHIPS** to promote continuity in the historic design of the nation's capital. As recommended in *Extending the Legacy*, the *Framework Plan* reinforces the U.S. Capitol as the symbolic center of Washington and the monumental core. Natural and designed views and vistas that are an integral part of Washington's image should be protected and enhanced. The reciprocal views along monumental corridors, avenues, and grid streets should be used to create focal points that establish connections and facilitate pedestrian flow.
2. **RESTORE HISTORIC SQUARES, STREETS, AND ORIGINAL RIGHTS-OF-WAY** to reclaim streets and reservations that have been disrupted or closed. Protect the visual openness and functional qualities of the L'Enfant Plan rights-of-way by embellishing avenues and streets with monuments, fountains, and public art that establish axial views and symbolic points of reference. Provide and maintain street trees to help frame axial views and reinforce the park-like character of the nation's capital.
3. **DEDICATE THE MOST PROMINENT DEVELOPMENT SITES FOR PRIMARY CIVIC USE** to support and advance the design approach of the L'Enfant Plan. Public buildings, museums, memorials, and other cultural assets should be distributed to appropriate locations throughout the city. Important sites in the city's physical framework of major axes, connecting streets, reservations, scenic overlooks, and prominent termini should be given special consideration.
4. **PROMOTE VISUAL CONNECTIONS TO THE POTOMAC AND ANACOSTIA WATERFRONTS** to reinforce the relationship of the monumental core to its natural resources. The geographic location of the city at the confluence of two rivers should be recognized and strengthened. The prestige of the National Mall as a setting for commemorative elements should be extended northwest toward Rock Creek; southward to the Washington Channel; eastward to the RFK Stadium site; and southeast toward Anacostia and the St. Elizabeths campus. In addition, the visual relationships between the waterfront and the topographic bowl that surrounds Washington should be protected and intensified.



COURTESY OF HELEN BETTS

Washington is known for its symbolic views and vistas.



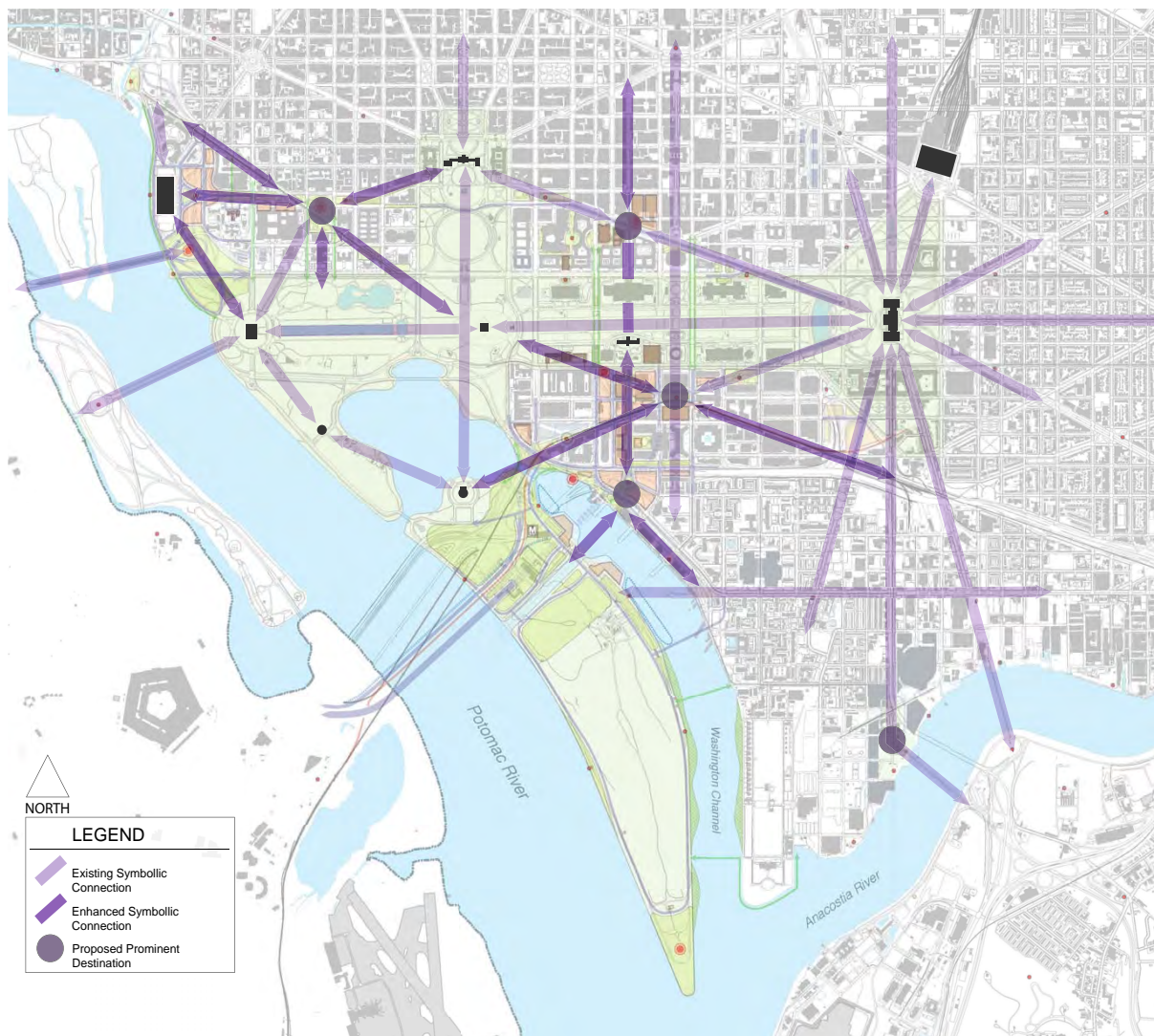
COURTESY OF HELEN BETTS

Engaging public spaces and pedestrian-friendly connections should be provided along key streets.



NCPC

Trees framing prominent corridors reinforce the monumental core's park-like character.



NCPC/CFA

Illustration of the central axial relationships of the National Mall and symbolic views and vistas in the monumental core.

Urban Design Opportunities

The *Framework Plan* develops symbolic relationships by:

- Creating new locations of prominence and grandeur
- Elevating the significance and accessibility of existing destinations
- Establishing visual and physical connections between emerging destinations
- Restoring L'Enfant vistas, streets, avenues, and squares

OVERCOME BARRIERS AND IMPROVE CONNECTIONS

While the federal city is home to the country's most treasured symbols of democracy, the important precincts surrounding the National Mall have been diminished by barriers that cause these areas to appear isolated, inaccessible, and neglected. Many of these disruptions to the fabric of the city are associated with transportation infrastructure, beginning with the insertion of the railroad along Maryland Avenue, SW. The post-World War II era in Washington brought even greater impositions, including interstate highways cutting through the city and the "spaghetti bowls" of high-speed access roads that connect freeways and bridges. In this same period, the federal government constructed mega-block buildings, some of which span or even block historic rights-of-way and significant vistas.

These physical and psychological barriers isolate the National Mall and its monumental setting from the surrounding city and the waterfront. Clusters of single-use, large-scale office buildings are abandoned outside of working hours, and the lack of ground-floor activity and public space programming creates a desolate urban landscape devoid of street life. Poorly maintained public spaces collect debris and are unfriendly to pedestrians. Roaring trafficways present impediments to walking between the National Mall and the waterfront, making it unpleasant or impossible to reach the shore. Collectively, these conditions contribute to an unfriendly pedestrian experience, undermine the importance of civic spaces, and discourage serious consideration of these areas for

the placement of future museums, memorials, or other types of development.

The *Framework Plan* proposes a walkable city that restores the interconnection of the National Mall with the waterfront and the living fabric of the surrounding city by eliminating barriers caused by highway, bridge, and rail infrastructure, broken street grids, and "dead zones" of monotonous office facades. These new connections support the transformation of degraded or inaccessible areas into new destinations that extend the quality and beauty of Washington's most successful public spaces. In addition, connecting the city to the waterfront offers an enormous opportunity to develop green corridors that improve the ecological systems in which we live.



Strategies

The *Framework Plan* proposes several strategies to overcome barriers and improve connections between the National Mall, the city, and the waterfront.

1. **REDUCE THE IMPACT OF TRANSPORTATION INFRASTRUCTURE** to restore the grid of streets and avenues, promote continuity of pedestrian access, and contribute to a sustainable urban environment. High-speed roadways and rail lines should be decked over, and road, bridge, and rail infrastructure should be relocated, if possible, to maximize opportunities to create high-quality, pedestrian-friendly public spaces and increase access to the riverfront. Air-rights parcels and underused lots adjacent to transportation corridors should be considered as potential building sites to increase the amount of developable urban land, re-establish continuous walkable blocks, and help define the streetscape.
2. **ELIMINATE VISUAL OBSTRUCTIONS AND RESTORE CORRIDORS** to improve primary and secondary physical connections. In locations where historic axes and public spaces have been disrupted by barriers—such as structures spanning or occupying historic street rights-of-way—these unfriendly insertions should be redeveloped or redesigned in a way that supports the continuity of the urban fabric. Where undervalued corridors exist, the public space should be redesigned to maximize its potential as a contributing element to the nation's capital, such as the setting for a federal office building or a place for commemoration, recreation, or First Amendment expression.
3. **REMOVE PSYCHOLOGICAL BARRIERS** to improve the condition of the public realm and create walkable, pedestrian-friendly linkages within and among neighborhoods, workplaces, and visitor destinations. Streetscapes should be improved to include shade, seating, adequate lighting, and clear way-finding to enhance the pedestrian experience. Long blocks where there is an absence of ground-floor activity or an overabundance of loading facilities should be redesigned to include a mix of retail, commercial, or cultural uses to strengthen economic vitality, improve safety, and foster vibrant street life.

“Designing a dream city is easy. Rebuilding a living one takes imagination.”

- Jane Jacobs



Rail lines along Maryland Avenue, SW disrupt the street grid, causing a void of city life between downtown and its waterfront.



Highways prevent easy access to the waterfront, separating the Kennedy Center from the rest of the city.



Visual and physical barriers, along with a lack of amenities, deter new development and pedestrian activity on 10th Street, SW.

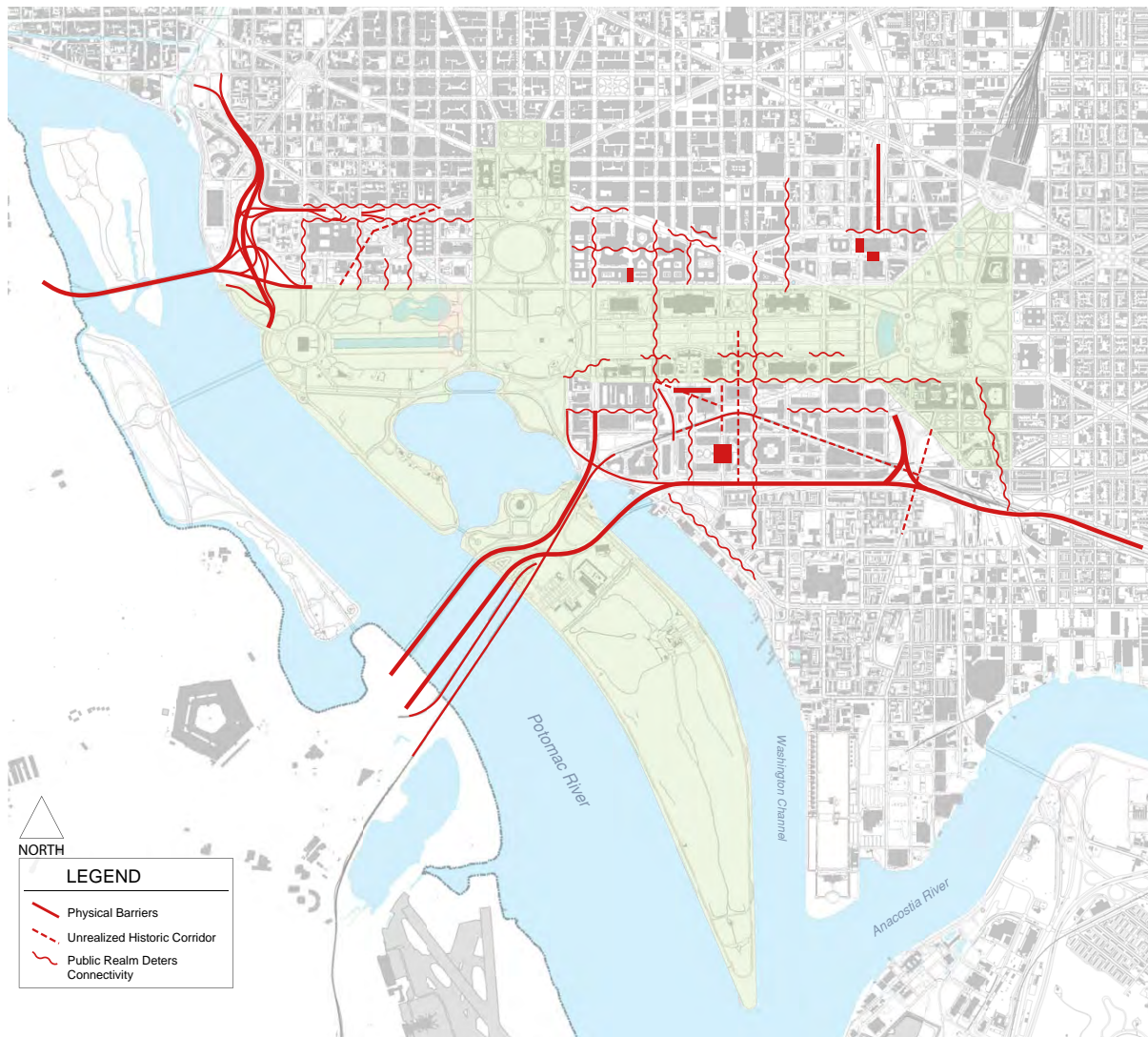


Illustration of existing barriers, including freeways, bridges, rail lines, and buildings that limit connections.

Connection Opportunities

The *Framework Plan* overcomes barriers to connectivity by:

- Redesigning inefficiently developed city blocks
- Removing building obstructions
- Decking over intrusive highways and infrastructure
- Bridging waterways
- Beautifying and enlivening the public realm

The concentration of federal agencies is a foundation of Washington’s economy and integral to the symbolic nature of the capital city. Yet, despite the stability provided by the federal workforce, large single-use districts and mega-block complexes dedicated to federal offices often detract from the urban quality of the city and create an environment that can be unwelcoming to workers, residents, and visitors during the day and evening.

Concentrated development, with a diverse mix of uses served by transit and balanced with open space, is a central component to achieving a livable city—a city that is economically, socially, and environmentally sustainable. With its form-defining height restrictions and urban density, Washington benefits from compact development; efficient use of land, resources, and services; a wide range of transit options that reduce congestion, conserve energy, and support walkability; and economic diversity and neighborhood vitality that stimulate social life and activity. However, because land-use patterns are not consistent across downtown Washington, the *Framework Plan* promotes accessible, compact, mixed-use neighborhoods integrated with an enhanced public realm.

To help establish new destinations, the *Framework Plan* suggests that several sites—including federal office sites—be considered for future museums and that some street-facing ground floors incorporate a mix of uses. Any resulting loss of federal buildings or decrease in federal office space would be offset by increasing buildable area through infill development and redevelopment opportunities. The *Framework Plan* protects federal ownership of land and buildings and promotes retaining or increasing the federal employment base in the District of Columbia in locations appropriate to an agency’s mission.

Proposals to reprogram historic buildings, redevelop particular properties, or realign infrastructure range in complexity and will require detailed feasibility studies to evaluate the specific impacts, costs, and benefits of each option and potential location. Redevelopment of key facilities may be appropriate when a building no longer adequately supports the mission of its occupants or fulfills its optimal functions, or where the cost of modifying the building to meet new needs may be excessive. Adaptive reuse of historic properties must be carefully evaluated to determine the appropriate treatment when accommodating a new use.

Infill and redevelopment strategies will enable underutilized sites to be used to their full capacity; will provide opportunities to increase federal office space; provide private commercial, hospitality, or residential uses; and will help achieve sustainable, compact, mixed-use neighborhoods. A complete urban fabric can be restored by reclaiming symbolic corridors, repairing street grid connections, and creating walkable precincts. Buildings themselves can reestablish a human scale by including ground-floor retail uses in conjunction with public access. Decking and building over highways can create new opportunities for private mixed-use development without reducing federal ownership in the precincts.

Strategically locating federal buildings and cultural uses to anchor new destinations, together with a mix of ground-floor uses and a variety of ceremonial and commercial activities in the area, will extend the civic qualities of the National Mall and the vibrancy of the city along several spines extending from the Mall and the U.S. Capitol. This will make these areas more desirable places to work and visit, and provide highly visible reminders of the federal government at work.



“As our case is new, we must think and act anew.”

- Abraham Lincoln

Strategies

The *Framework Plan* proposes several land use and development strategies to improve areas near the National Mall.

1. **DEVELOP UNDERUSED AND AIR-RIGHTS PROPERTIES** to promote compact development integrated with public open space. Infill development should be promoted on underused federal lands and surface parking lots to increase development density. Depressed highways and rail lines should be decked over to create developable areas for office (federal or private), residential, hotel, and cultural development and to reclaim land for parks, urban parkways, and multi-purpose open spaces. Strategically located sites should be redeveloped to establish physical and symbolic connections and improve the mix of uses. Parking should be provided under new buildings in lieu of surface lots.
2. **PROMOTE MIXED-USE DESTINATIONS** to facilitate transit-oriented development without reducing available federal office space. Adaptively reuse strategically located historic buildings to create cultural destinations that are symbolic anchors within the monumental core. An appropriate percentage of ground-floor space in all types of buildings should be programmed for retail, visitor services, or cultural and educational uses to encourage complete neighborhoods and economically viable and vibrant street life. Proposed residential development should include a sizable number of affordable units. Where vertical integration of uses within a given building is not possible, uses should be mixed horizontally among multiple buildings within a destination area.
3. **REINVENT CIVIC CORRIDORS AND URBAN SPACES** to promote livability. Public spaces, particularly at the street level, should be programmed to support workers, visitors, and residents. The physical design of the street—from pedestrian-friendly, ground-floor space to the character of the sidewalks, medians, and rainwater collection systems—should be emphasized to reinforce walkability. Public spaces should be designed in a manner that relates to important cultural landmarks and maximizes connections to public transit.

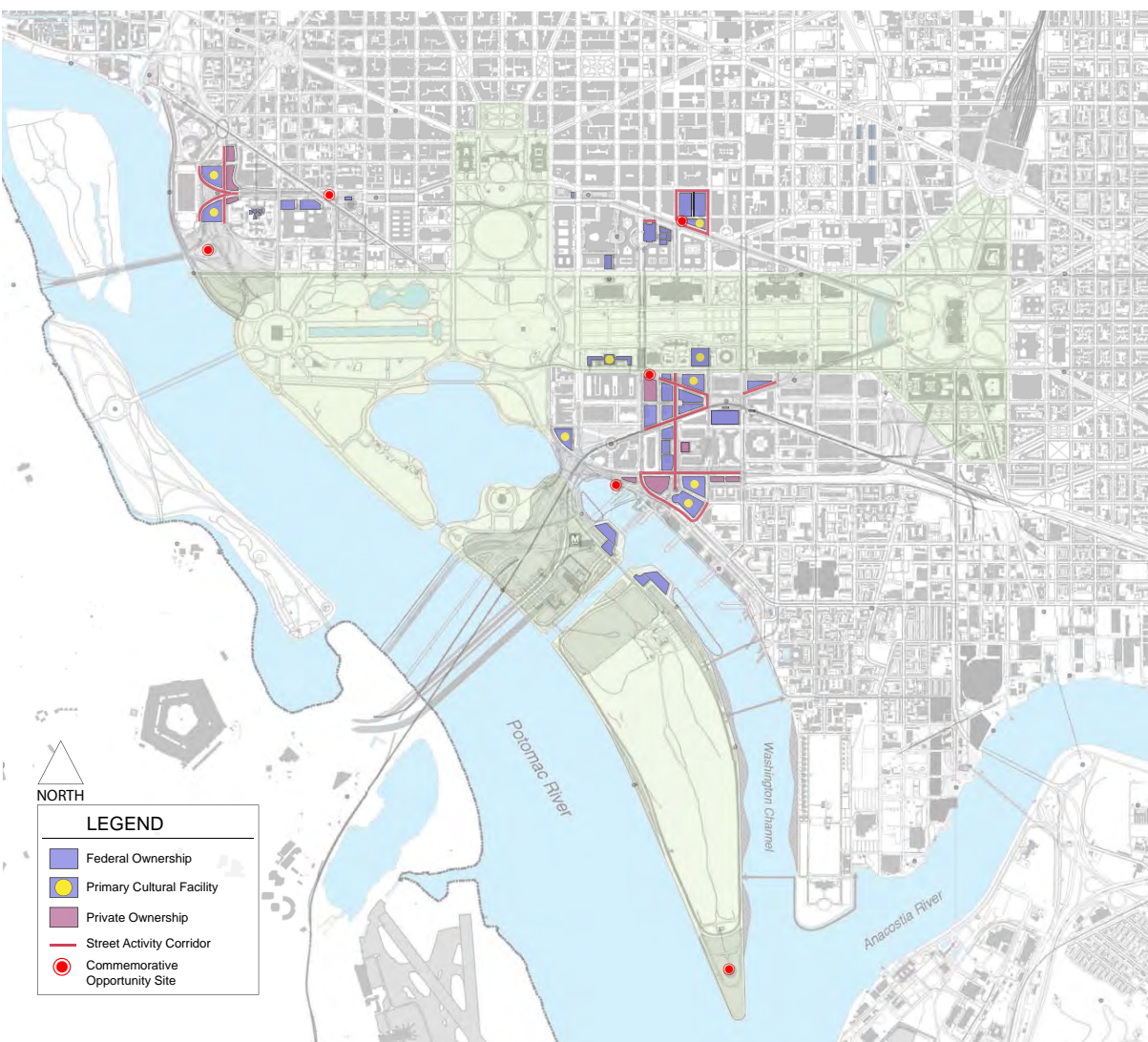


PHOTO BY CAROL W. HIGHSMITH, COURTESY OF TRAMMEL CROW COMPANY

Market Square merges an active commemorative landscape with mixed-use development along an important symbolic corridor.

Elements of a Great City

Beautiful urban landscapes and functional buildings are key components of achieving a cohesive public realm that welcomes pedestrians and allows for civic engagement and social interactions. Market Square, which includes office, residential and retail uses, and the U.S. Navy Memorial, is one example of a successful urban place that achieves these objectives. It is a memorable and flexible commemorative space that offers an opportunity to rest, listen to music, eat, read, or just enjoy the scenery.



NCPCCFA

The proper mix of new cultural sites with public and private activities will establish and link important destinations.

Land Use Opportunities

The *Framework Plan* identifies infill, redevelopment, and reuse opportunities that will create a more vibrant center city and accommodate growth by providing opportunities for:

- More than 2 million square feet of new space for museums and other cultural attractions
- More than 1 million square feet of new space for federal offices, strengthening the monumental core as the seat of national government and the center of federal employment
- More than 2 million square feet of new space for private development, contributing to the city's economic vitality
- At least 6 new commemorative sites in prominent locations and numerous sites for smaller memorials

Images of several public spaces—such as Pennsylvania Avenue, the Reflecting Pool, and the Tidal Basin shoreline—have become defining features of our nation’s capital. Their grandeur and intimate beauty demonstrate the significance of the ideas they commemorate and the institutions they connect. However iconic, these spaces are individual works of art, separate from the city, lacking strong linkages to the residents, employees, and visitors of central Washington. Within the areas adjacent to the National Mall, barriers block circulation between destinations, missing sections of streetscape interrupt intuitive travel, wayfinding can be circuitous, and the lack of pedestrian amenities can deter people from visiting emerging commercial, entertainment, recreational, and cultural destinations.

A strengthened public realm can alleviate these constraints. The locations with the potential for national

significance and civic vitality should be linked together by a continuous series of high-quality parks, plazas, and streetscapes. This integrated open-space network should provide activities appropriate to the people using it. It should create compatible relationships with adjoining land uses, provide for recreation and leisure, facilitate commuting, encourage sightseeing, and establish a walkable sequence of inviting experiences.

The public realm should be distinguished and accessible, with an enduring quality shaped by beautiful infrastructure, architecture, streets, parks, and waterfronts that meet the highest standards of design, construction, and maintenance. To create an inviting atmosphere and energize the public realm, public spaces should be programmed and provide amenities for pedestrian safety and

comfort including: shaded seating and furnishings that encourage conversation and people-watching; water features to cool hot temperatures, muffle noise, and invite contemplation; appropriate lighting to improve perceived safety; consistent wayfinding information; and access to restrooms and refreshments. Landscape features and plantings provide seasonal interest and delight. Public art, interpretive exhibits, and learning opportunities should be encouraged to add another layer of human engagement within the public realm.

The open-space network should accommodate the recreation needs of visitors, workers, and residents alike. Flexible spaces should be provided to increase the capacity for active and passive recreation, thereby supporting improved public health as well as offering opportunities for special events.



“The measure of any great civilization is its cities and a measure of a city’s greatness is to be found in the quality of its public spaces, its parks and squares.”

- John Ruskin

Strategies

The *Framework Plan* includes several strategies for strengthening the public realm throughout the monumental core.

1. **EXTEND THE PREMIUM QUALITIES OF THE NATIONAL MALL** to enhance the significance of emerging destinations. The special character of the National Mall is derived from a number of design concepts beyond the composition of a monumental landscape. Simple geometric forms and landscape elements are carefully arranged to define spaces, frame dramatic vistas, and create contrast and emphasis. Similarly, the juxtaposition of formal and romantic landscapes has a dynamic appeal, the rhythmic placement of trees and furnishings creates an ordered sense of movement and orientation, and the use of durable, authentic materials conveys lasting strength and beauty. All of these techniques should be used, in appropriate balance, to create significant public spaces within the urban fabric.
2. **CREATE AN INTERCONNECTED OPEN-SPACE NETWORK** to establish walkable links among parks, plazas, circles, and squares within the city, including a continuous trail from Georgetown to the U.S. National Arboretum. This open-space network should emphasize and celebrate L’Enfant’s plan and Washington’s location nestled within the topographic bowl at the confluence of the Potomac and Anacostia Rivers. It should include elements that reinforce the relationship between natural systems in an urban context, particularly mature tree canopies, expansive green spaces, the rivers, and the rise of the surrounding hills.
3. **PROVIDE MULTI-PURPOSE SPACES** to accommodate events and recreation. With finite land resources and the need to increase capacity for active and passive recreation as well as to provide additional locations for public gatherings, the *Framework Plan* supports creating new places and improving access to existing venues that support multiple uses. Open areas can be flexibly configured with movable equipment to support formal tournaments, local sports leagues, and informal games of varying scale and intensity. Flexible spaces can be managed to allow more frequent rotation or longer regeneration time following heavy use. The ability to configure a space to meet a range of needs can reduce habitual wear and efficiently use the District of Columbia’s valuable open-space resources.
4. **DESIGN GREAT STREETS** to safely accommodate all users equally—including pedestrians, bicyclists, transit riders, and motorists—in a beautiful setting. This involves providing inviting and continuously accessible sidewalks, reducing curb cuts, incorporating transit infrastructure, employing traffic-calming measures, and reducing conflicts between pedestrians and vehicles.



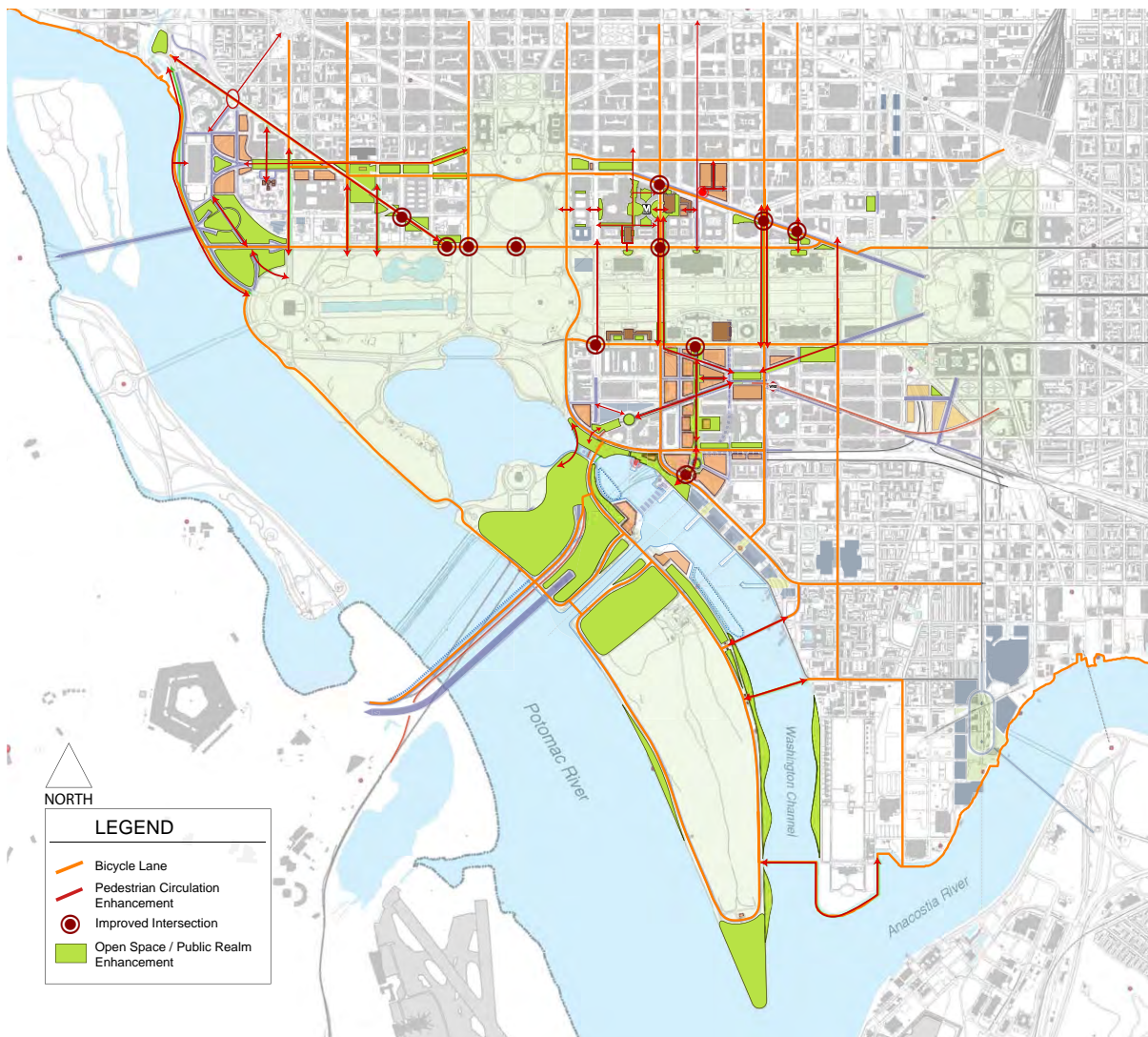
Active, walkable streets can be destinations themselves. (Boston)



An inviting public realm contributes to livability. (Netherlands)



Open spaces and recreation fields can serve multiple purposes. (Washington, DC)



A connected system of beautiful pedestrian-friendly open spaces, walks, and trails will establish a legible, comfortable, and accessible public realm.

Public Realm Opportunities

The *Framework Plan* strengthens the public realm by:

- Reclaiming 75 acres of waterfront open space
- Establishing 32 acres of flexible event and recreation areas
- Identifying 13 acres for new urban parks and plazas
- Improving 10 miles of pedestrian corridors
- Linking 27 miles of bicycle lanes and paths
- Creating a seamless riverwalk from Georgetown to the National Arboretum

After a long period of disinvestment, public transit is enjoying a renaissance in the United States. Cities are recognizing the need to become less auto-centric and are seeing the advantages of investing in comprehensive, convenient, and flexible public transportation systems. Extending these systems to underserved or depressed areas can spur economic development and provide employment opportunities by improving mobility for all. Public transit supports compact development and is an essential element for a walkable, welcoming, and friendly city. It is a critical component in reducing our dependence on fossil fuels and nonrenewable energy sources, reducing air pollution, increasing public health and safety, and promoting more livable and sustainable cities.

Washington enjoys one of the finest public transit systems in the world. Metrorail is the second-busiest subway system in the country and is connected to the Metro bus network. The DC Circulator offers premium cross-town bus service between employment centers, residential neighborhoods, and visitor destinations. The city also has popular car-sharing and bike-sharing programs. As a result, Washington has one of the lowest car-ownership rates in the country.

However, Washington's transportation system can still be improved to fill gaps in the transit system, and expand alternative modes of transportation to underserved parts of the city. A significant

gap is the current lack of transit service to and around the National Mall and Potomac Park. As a destination for more than 25 million visitors a year, this challenge must be solved with a transit system that is integrated and coordinated with the rest of the city. The *Framework Plan* recognizes the need for system improvements to serve the needs of the workers, residents, and visitors traveling to and around the city, as well as to and around the National Mall. The *Framework Plan* calls for enhancements throughout the monumental core to improve transportation choices and to encourage workers, residents, and visitors to leave their automobiles behind.



COURTESY OF MARCUS KRSETYA

“Beyond the functional purpose of permitting people to get from one place to another and to gain access to property, streets—most assuredly the best streets—can and should help to do other things: bring people together, help build community, cause people to act and interact, to achieve together what they might not alone.”

- Allen Jacobs

Strategies

The *Framework Plan* includes several strategies to improve mobility.

1. **ENCOURAGE ENVIRONMENTALLY SUSTAINABLE TRANSPORTATION ALTERNATIVES** to minimize harmful emissions and increase transit choices. Even a robust public transportation system will not eliminate private vehicles and associated carbon emissions. Private vehicle use can be minimized by managing parking capacity, as proposed by the District, and by increasing car sharing and transit availability. Emissions should also be reduced by encouraging the use of hybrid and alternative-fuel private and commercial vehicles, and through initiatives such as preferred parking spaces or battery recharging stations. Public transit emissions, particularly in sensitive areas such as the National Mall, should be reduced by using hydrogen fuel cells, hybrid and electric power, and other emerging technologies.
2. **SUPPORT A MULTI-MODAL TRANSIT SYSTEM** to improve accessibility and connectivity in the monumental core. This should include improved connections between regional and local transit as well as between different modes of transportation, such as a new VRE station and multi-modal transportation center south of the National Mall. These improvements will increase transit use and efficiency, and will better serve the needs and schedules of tourists, residents, and the local work force. Universal access to public transit can be accomplished through improved design and by offering low-cost fares for low-income riders. All buildings and public spaces should be served by a connected network of public transit within convenient walking distance. To accomplish this goal, Circulator service should be expanded; new Metrorail stops and entrances should be added; and streetcar, bus rapid transit, and water-taxi service with transfer points to other transit modes should be implemented. The design of the infrastructure and ancillary facilities to support this expanded transit system must be sensitive to the historic context and urban design framework of Washington. Most importantly, transit service and additional modes of transportation should be provided on the National Mall and in Potomac Park. This should include transit with frequent hop-on/hop-off service to all the major destinations and small-scale supplemental services to destinations with more environmentally sensitive settings. The supplemental services could include bicycle paths and rentals, walkable corridors, and small-scale transit vehicles that will improve accessibility for all people.
3. **PROMOTE BICYCLE USE** to increase mobility and reduce dependence on motor vehicles. One of the healthiest and most sustainable modes of transportation is riding a bicycle. As described in its 2005 *Bicycle Master Plan*, the District promotes safe and convenient bicycle use throughout the city. The most recent contribution to this effort is the SmartBike system of short-term bicycle sharing. To improve and increase use, convenience, and safety, the existing network of bicycle routes and trails should be enhanced with improved signage and bicycle storage as well as the creation of dedicated bicycle lanes separated from the main roadway wherever possible. Additional public space for the bicycle sharing program and for visitor bicycle rentals should be reserved near federal workplaces, transit points, and major tourist destinations, including at the Metro stops on or near the National Mall.



NOPC

The DC Circulator is a premium bus service that is popular with residents and visitors.



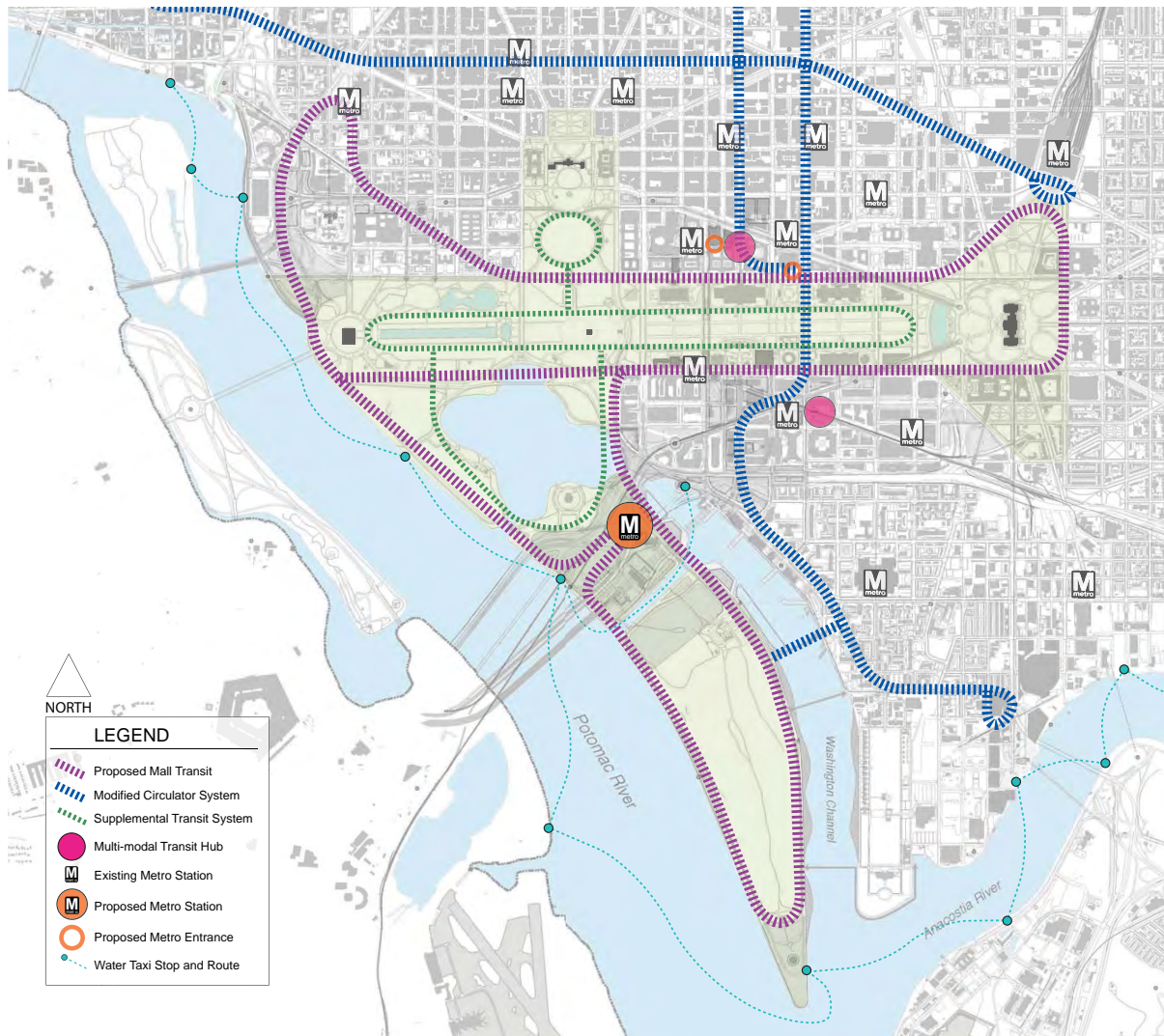
EDAW

SmartBike DC, an innovative bicycle-sharing program, offers a sustainable way to move about the city.



COURTESY OF CREATIVECOMMONS.ORG

Water taxi service can connect waterfront destinations. (New York)



NOPC/CFA

Transit Opportunities

The *Framework Plan* promotes better and more sustainable forms of public mobility by:

- Creating a new Metrorail station and enhancing access at other stations
- Expanding transit routes to better connect emerging destinations and attractions on and near the National Mall
- Improving access on the National Mall by means of a small-scale transit system
- Enhancing multi-modal transportation hubs
- Providing additional bicycle-sharing locations

Expanding and coordinating alternative modes of transportation will improve mobility for all and contribute to a more livable and sustainable city.

ADVANCE SUSTAINABILITY IN THE URBAN ENVIRONMENT

Cities around the world are faced with interrelated challenges and opportunities associated with growth, development, and resource management. The density, compactness, and scale of cities provide for efficient use of land, infrastructure, and services; however, urban areas also consume a large share of the world's resources. Urban challenges are further complicated by the effects of global climate change, such as sea-level rise, drought, and heat waves. The *Framework Plan* supports initiatives that ensure Washington does not merely grow, but develops sustainably in a manner that meets the current generation's needs without compromising those of future generations.

Fortunately, Washington possesses the critical components of a sustainable city: a compact urban form served by a multi-modal transit system; a diverse and stable economy anchored by the federal government and tourism; an expansive public park system comprised of diverse ecosystems; and perhaps most important, federal and local leadership committed to a more sustainable capital

city. Washington has one of the highest levels of green building practices and regulations in the country. The U.S. General Services Administration, which oversees new construction and renovation of many federal properties, seeks to incorporate sustainable design principles and energy efficiency measures into all of its building projects. Recently, Congress mandated that new and existing federal buildings must achieve zero fossil fuel use by 2030. Non-federal buildings in Washington are also going green. In 2006, Washington became the first major U.S. city to require compliance with the U.S. Green Building Council's LEED programs for public construction, with phase-in requirements for private construction by 2012. These efforts are driving a new industry of green-collar jobs centered on the research, installation, and maintenance of green infrastructure, high-performance building systems, and sustainable landscapes.

Washington, like other cities, must solve complex local challenges to be truly sustainable. As an older city, much of Washington's infrastructure is antiquated, and some of it is insufficient to meet the service demands

of the city. Specifically, Washington's water and sewer systems require major investment to comply with federal water pollution regulations, eliminate combined sewer overflow events, and control the risk of large-scale flooding, as experienced in 2006. The internal flooding risk is compounded by the low-lying elevation and high water table of the monumental core and its proximity to the confluence of two rivers, also making it susceptible to overbank flooding and placing a portion of the monumental core within the 100-year floodplain.

As a consequence, groundwater is continuously pumped from the Federal Triangle's basements directly into the sewer. This water not only reduces the capacity of the sewer system, but it also is a lost opportunity to reuse the water for non-potable uses. With innovative techniques, pumped groundwater and captured stormwater could be directed to the National Mall for irrigation and possibly to fill pools and fountains. Such smarter, more sustainable practices can help reduce the risk of flooding, while also adding environmental benefits.



Employing sustainable practices will increase green jobs and help to conserve natural resources.



Green roofs will minimize stormwater runoff, help reduce the heat island effect, and provide urban amenities.

DREW SAUNDERS. FLICKR.COM/PHOTOS/DREWSAUNDERS



Washington's center city is characterized by compact development and walkable streets.

EDAW

There are other hurdles to achieving a sustainable city. The city's transportation system requires significant investment in maintenance and upgrades to meet demand, reduce dependence on automobiles, and improve air quality. Washington's parks, while abundant, are not ideally distributed to adequately serve all users. Some parks, therefore, suffer from overuse; others from lack of maintenance or declining conditions, which can cause safety risks and severe ecological damage. For example, the seawalls that surround much of Potomac Park have deteriorated and are hazardous. Finally, the loss of Washington's urban tree canopy and the reduction of pervious surfaces exacerbate the city's urban heat island and poor air quality, increase the potential for flooding, and reduce wildlife habitat and ecological diversity.

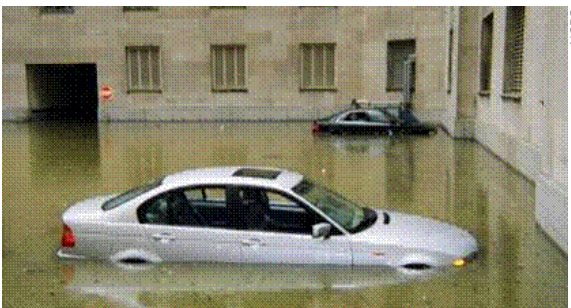
These challenges are not always contained within geographic or political boundaries. Solutions will require an interdisciplinary effort of connected and interdependent strategies across multiple jurisdictions. Therefore, it will be essential for federal, state, and local authorities to work together as stewards to solve

these complex environmental issues and achieve a common set of sustainability goals. Together, federal and local partners can develop new technologies and strategies to improve the design and function of Washington. Innovations will help improve the quality of the built and natural environment by using resources more effectively. The challenge to integrate these new technologies into Washington's historic form will require creative technological advancements. For example, new streetcars without overhead power lines can protect the city's historic and cultural resources while also meeting transportation goals.

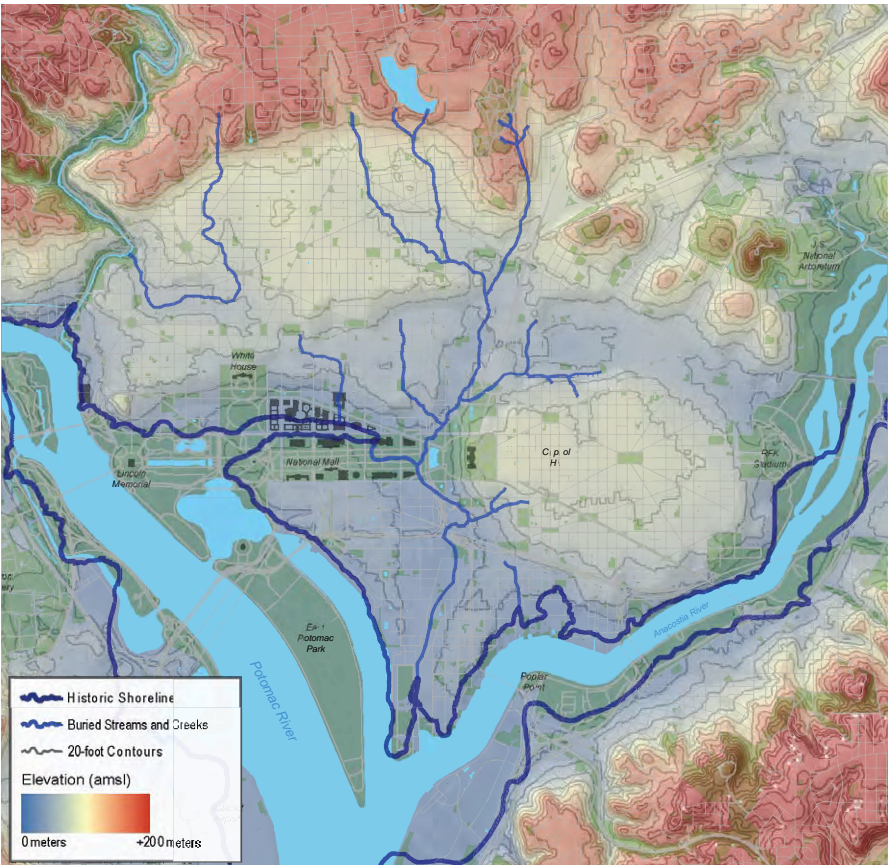
The *Framework Plan* seeks to promote strategies that combine urban design principles with sound environmental practices. Although the planning area is much smaller than the environmental systems that shape the Washington metropolitan region, there is an opportunity for each new project to be developed to the highest environmental standards and to promote sustainable interconnectivity between the monumental core and its surroundings.



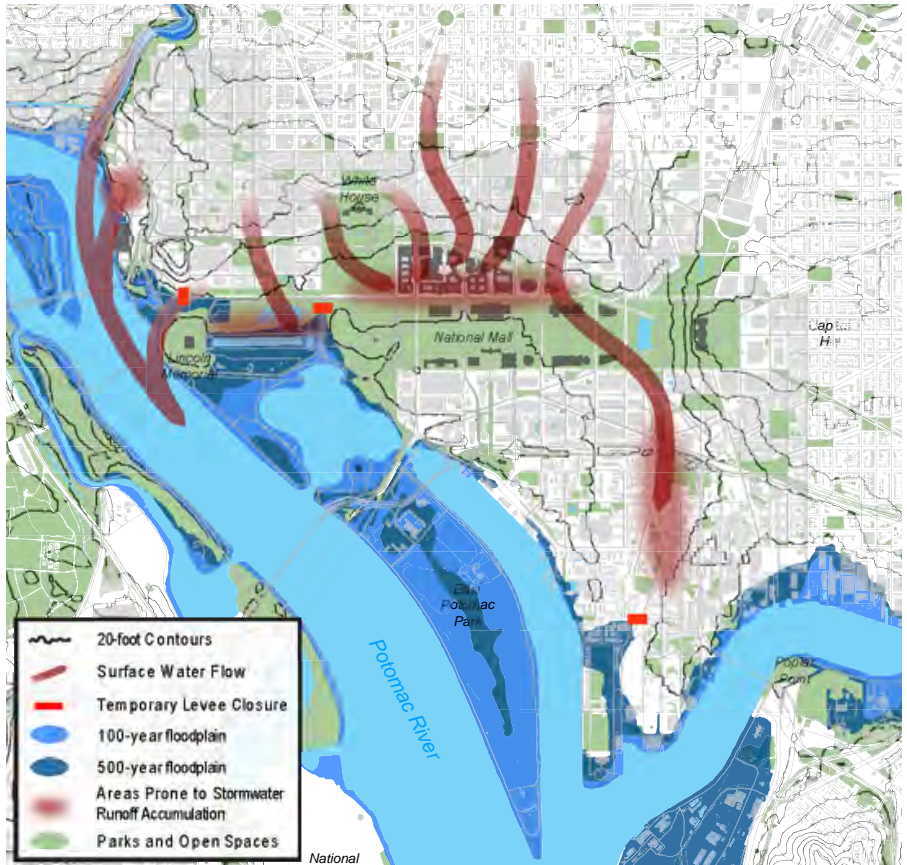
Flooding in Potomac Park, 1932.



Flooding in the Federal Triangle, 2006.



Washington's monumental core lies at the low point of a natural topographic bowl; development and changes to the river basin have altered its hydrology.



Alterations to Washington's natural conditions now require interventions to address riverbank flooding and interior stormwater flooding within the monumental core.

The *Framework Plan* includes a comprehensive and forward-looking approach to urban sustainability. As a result, the *Framework Plan* includes strategies that address the built environment, green technologies, and energy efficiency, as well as strategies that improve urban ecology, enhance connections to the natural environment, and protect against natural hazards. Taken collectively, these proposed local and site-specific strategies will ultimately contribute to the long-term health of the broader environmental systems in the monumental core, throughout the city, and the metropolitan region.

Although sustainability is an ever-evolving science, there is greater understanding of how building in greener and more sustainable ways can maximize both economic and environmental performance and provide health and community benefits far beyond the envelope of a specific building or neighborhood. A more sustainable approach would help cities evolve toward a more circular metabolism that mimics natural systems by reducing resource consumption, minimizing waste disposal, managing resources efficiently, and producing renewable energy on site.

As a planned city with a long tradition of innovative ideas, Washington presents a unique opportunity to showcase new possibilities in sustainable site, building, and landscape design, ecological protection, and energy management. The *Framework Plan* strongly supports strategies that result in construction that has minimal impacts on the environment. Furthermore, the *Framework Plan* envisions a city of green, high-performance infrastructure and buildings set within a sustainable urban form that is designed and works in harmony with the city's natural systems and open-space network.



NPG

Building & Infrastructure Strategies

1. **INVEST IN HIGH-PERFORMANCE BUILDINGS AND DESIGNED LANDSCAPES** to reduce energy consumption and generate renewable energy; recycle wastewater, reduce stormwater runoff, and conserve potable water; reduce light pollution; and promote healthier working environments. All new site and building construction and modernization projects should incorporate principles of sustainable design and energy efficiency that meet or exceed existing standards. Green roofs can also be installed to reduce stormwater runoff, energy consumption, and the heat island effect.
2. **PROMOTE THE DEVELOPMENT OF RENEWABLE ENERGY TECHNOLOGY** within Washington's federal precincts to help accelerate the availability and use of alternative fuels. Federal agencies within central Washington can support renewable energy production regionally through shared, long-term, renewable power purchasing agreements, and locally by installing on-site renewable projects. Given the close proximity of federal facilities within Washington, agencies should collaborate to develop interagency renewable energy production.
3. **UPGRADE AGING INFRASTRUCTURE WITH AN EMPHASIS ON GREEN TECHNOLOGY** to modernize water and sewer systems, and develop systems that combine gray and green infrastructure to improve effective and efficient use of resources. Gray infrastructure includes water and sewer pipes and basins; green technology and other low-impact development (LID) techniques include green roofs, rain gardens, bioswales, retention basins, pervious paving, planted medians, and restored wetlands. Combined, these infrastructure systems will help to improve stormwater management and water quality, control flooding, and recharge groundwater supplies; reduce ambient air temperature and cool urban heat islands; reduce energy consumption and improve air quality; create wildlife habitat; and improve the federal workplace.
4. **IMPROVE STORMWATER MANAGEMENT** to promote a more integrated natural system, one that addresses collection, conveyance, detention, treatment, and reuse. Creating green corridors by incorporating LID techniques along streets and alleys and within parks and plazas can reduce reliance on sewer infrastructure. The monumental core and the National Mall should be considered as one integrated green stormwater management system so that runoff from the impervious buildings and streets can be captured and directed toward the National Mall, Potomac Park, and other public spaces for productive use rather than discharged into the sewer system. In addition to collecting and cleansing stormwater, these techniques can also help recharge groundwater supplies, create attractive water features, reduce non-potable water needs for irrigation and fountains, and serve as perimeter security barriers.
5. **PROMOTE ENERGY-EFFICIENT TRANSPORTATION** to reduce energy consumption and improve air quality. Examples include promoting the use of alternative fuels and accommodating alternative-vehicle refueling and battery recharge or plug-ins for hybrid electric cars.

“Then I say the earth belongs to each generation during its course, fully and in its own right. The second generation receives it clear of the debts and encumbrances, the third of the second, and so on. For if the first could charge it with a debt, then the earth would belong to the dead and not to the living generation. Then, no generation can contract debts greater than may be paid during the course of its own existence”

- Thomas Jefferson

Washington's physical setting and farsighted planning have provided the city with extraordinary assets, including rivers, parks, and open spaces, but many of our past development practices have been at the expense of the natural environment. As the city continues to grow and change, it should move in a direction that seamlessly weaves the natural and built environment together. In the future, we must ensure that we have clean air, clean water, and clean land; that connected, healthy ecosystems are an integral part of the city; and that people have access to natural green spaces.



Green medians can channel and treat stormwater and provide a public amenity.

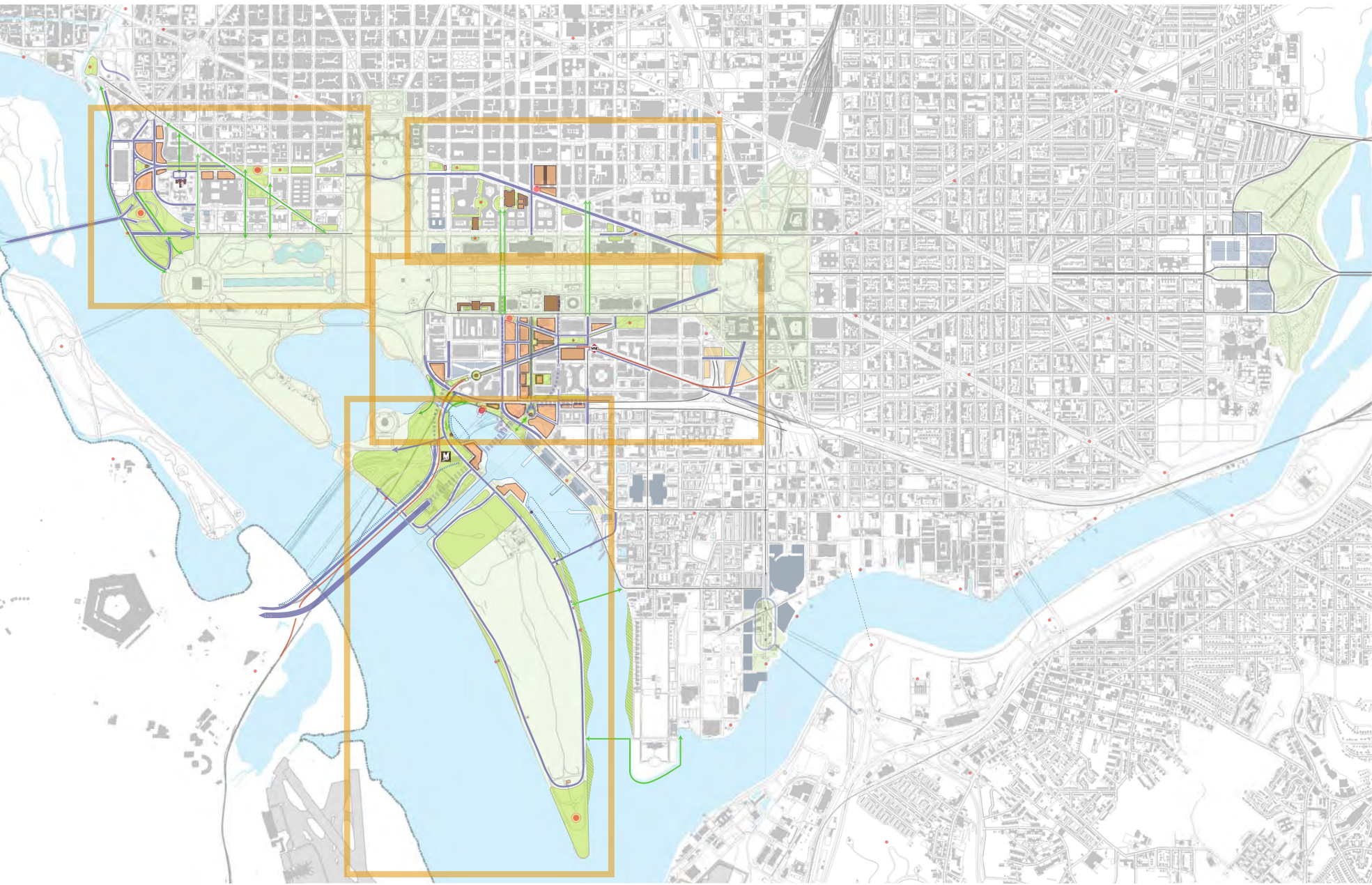
Ecological Strategies

1. **INTEGRATE NATURAL ELEMENTS INTO EVERY SCALE OF DESIGN** to promote human connections to the natural environment, increase the environmental benefits derived from these elements, and soften the built environment. Examples include incorporating green space into new development, planting trees, and educating the public about the importance of the environment.
2. **CONNECT AND ENHANCE OPEN SPACES** to be highly functional and accessible to all residents, workers, and visitors. Improve the connected system of parks and open space throughout residential and office districts, and identify opportunities for active and passive recreation to improve the health and quality of life of inhabitants. Where there are limited opportunities to create new parks in densely built areas, create innovative new outdoor recreation opportunities on existing open space and integrate green space into new development.
3. **PROTECT AND RESTORE URBAN NATIVE HABITATS** to support plant and animal wildlife, including species living on land and in rivers. Protect the large open spaces of the National Mall and Potomac Park. Plant native vegetation in parks and open spaces, including along wide tree-lined streets to provide shelter and food sources for native animal and bird species, and reduce demand for irrigation and fertilizers. Discourage invasive, exotic, or nuisance species of plants on both public and private property.
4. **REESTABLISH THE URBAN TREE CANOPY** along streetscapes and on development sites to reduce the urban heat island effect, improve local air quality, and provide shade. Urban streets are not only more aesthetically appealing when tree-lined, but maintaining a robust tree cover can help filter airborne pollutants and manage stormwater. The urban forest can also help create a sense of place in Washington's city center and provide a more pleasant pedestrian experience. Recent research demonstrates that people visit tree-lined districts more frequently, linger longer, and spend more money than on streets devoid of trees.
5. **RESTORE THE NATURAL SHORELINE AND RIPARIAN HABITATS** along select riverfront areas to improve water quality, moderate flooding, and create new habitat for plants and wildlife. Natural shoreline areas should be accessible to users and should balance more active waterfronts.
6. **PROGRAM AND DESIGN FOR APPROPRIATE USES IN THE FLOODPLAIN** to protect the city from overbank flooding. This can be achieved by building and integrating adequate, innovative infrastructure into the city fabric; by working in concert with natural systems; by using operational and physical strategies to address risks to existing and proposed development; and by promoting the type of uses and development that does not exacerbate—or even reduces—area-wide flood risks.

Environmental Opportunities

The Framework Plan contributes to a more sustainable urban ecology by:

- Reusing existing structures
- Creating additional development capacity through the efficient use of land and resources
- Reducing combined sewer overflow events
- Increasing the urban tree canopy
- Minimizing demand for potable water
- Creating riparian habitat
- Providing opportunities to develop local renewable energy sources and reduce energy consumption



Framework Proposals

The *Monumental Core Framework Plan* establishes new destinations near the National Mall, thereby transforming key precincts into desirable settings for commemoration, recreation, and mixed-use activities in the nation's capital. In addition to creating new destinations, the *Framework Plan* connects these areas with one another, the National Mall, the waterfront, and the rest of the city through a cohesive network of walkable corridors and green spaces, and a broader range of transit options.

The *Framework Plan* enhances existing areas and guides new development to meet the needs of the federal government, enrich the city's public realm, and repair the urban fabric. These rejuvenated precincts will better accommodate federal offices, memorials, and cultural facilities, and will be animated by a variety of day and evening activities to enhance the livability of local and federal Washington.

The *Framework Plan* proposes a series of strategies in each precinct that collectively integrate the monumental core into the fabric of the city. The primary strategies, which are supported by specific recommendations, include:

- Transforming the 10th Street corridor and reclaiming Maryland Avenue in the Southwest Rectangle to connect the Mall with the waterfront.
- Redesigning and programming Potomac Park to enhance the waterfront experience.
- Connecting the Kennedy Center with the White House, President's Park, and the Lincoln Memorial by extending the commemorative landscape of the National Mall through the Northwest Rectangle.
- Increasing the mix of uses and improving the public realm along Pennsylvania Avenue and within the Federal Triangle to connect downtown with the National Mall.

“The voyage of discovery lies not in finding new landscapes, but in having new eyes.”

- Marcel Proust





NOPOCFA ILLUSTRATION BY MICHAEL MCCANN

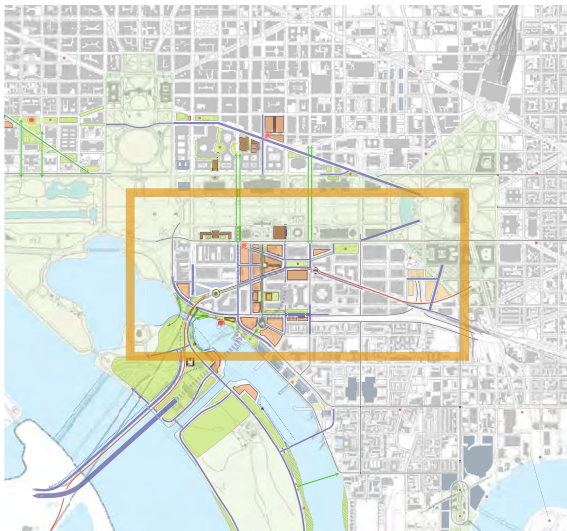
Connect the Mall with the Waterfront

THE SOUTHWEST RECTANGLE

The Southwest Rectangle can be reborn as a lively and sustainable urban center connecting the city's downtown core with the National Mall and the Potomac riverfront. The area's proximity to the Mall and its role as a center of federal employment provides an ideal density of visitors and workers to support a living downtown. The key proposals for achieving this vision include redeveloping 10th Street as a vibrant mixed-use corridor between the Mall and the waterfront; reestablishing Maryland Avenue as a grand boulevard between the U.S. Capitol and the Jefferson Memorial; and improving connections throughout the precinct by restoring the shattered street grid.

The *Monumental Core Framework Plan* proposes maintaining the Southwest Rectangle as a major federal workplace, increasing federal office space while also integrating additional uses to improve the livability of the precinct. For example, redeveloped parcels along 10th Street could house federal offices, with shops, services, public amenities, and cultural institutions while accommodating federal security needs. Air-rights space over decked highways, and smaller, odd-shaped parcels, could be used for additional private development, including housing, hotels, and office space.

The transformed precinct would offer open green spaces recovered from intrusive rail and highway infrastructure, tree-lined streets with commanding views to the National Mall and the waterfront, and cultural and commemorative destinations attracting Washington visitors and local residents. Through efficient redevelopment there can be ample space for new federal offices, shops, housing, public spaces, and a connected street network. The *Framework Plan* also identifies four potential locations in the precinct for nationally significant museums comparable to those on the Mall: at the 10th Street Overlook; in a portion of the redeveloped Forrestal complex; at the Department of the Treasury's Liberty Loan Building; and in the Department of Agriculture's Whitten Building.



Context

With its shipping wharves and military arsenals, Southwest Washington became a working-class neighborhood, home to a diverse mix of land uses, residents, housing, and income levels. Substandard living conditions were commonplace, and by the 1930s there were widespread calls for radical changes.

Much of Southwest Washington was razed by one of the nation's most ambitious urban renewal programs in the middle of the 20th century, with the demolition of more than 400 acres of small businesses and row houses displacing more than 23,000 people. The new Southwest Freeway divided the area into an office precinct to the north and a residential neighborhood to the south. The freeway and its ramps became physical and perceptual barriers that interrupted the street grid and impeded mobility.

Numerous proposals were made to improve the Southwest and Southeast neighborhoods. The plan that was implemented included an elevated 10th Street later renamed L'Enfant Promenade, flanked by large modern government buildings and terminating in a circular overlook.

The construction of these and other buildings created a federal enclave built in the austere International Style. Some of these modern buildings may be considered as landmarks worthy of preservation, such as the recently designated U.S. Department of Housing and Urban Development headquarters designed by Marcel Breuer. However, the dominating presence of superblock buildings obstructs vistas, saps street life, suppresses retail activity, and is devoid of green space. One of the largest of these structures, the Forrestal Building, spans 10th Street and effectively

separates the National Mall and the core of the District from the waterfront. The massive scale of 10th Street is unwelcoming to pedestrians, and its monochromatic landscape, punctuated by vast empty plazas, discourages movement along the street.

A unique feature of the Southwest Rectangle is that the area between 9th and 12th Streets operates on multiple levels. The upper street level provides primary access to building entrances, while a more utilitarian lower level accommodates rail lines, parking, and service vehicles, similar to downtown Chicago.

Southwest Washington currently contains six federal agency headquarters, 12 million square feet of federal office space, and an estimated 70,000 federal workers. Approximately half of the land is federally owned, and most of the privately owned parcels are leased to federal agencies or contractors. Many buildings do not occupy the full capacity of their site and do not offer accessible uses at the street level, contributing to the unfriendly pedestrian environment. The precinct is also almost entirely built or paved, contributing to the District's urban heat gain and funneling significant amounts of stormwater runoff into its antiquated sewer system.

Despite the challenges created by mid-century redevelopment, renewed interest in the area can be seen in the recent construction of the Portals complex, the planning for the President Dwight D. Eisenhower Memorial, the modernization of the Nassif Building that formerly housed the U.S. Department of Transportation, and the District's redevelopment of the Southwest Waterfront and other nearby projects.

Key Improvements

A. Redefine 10th Street

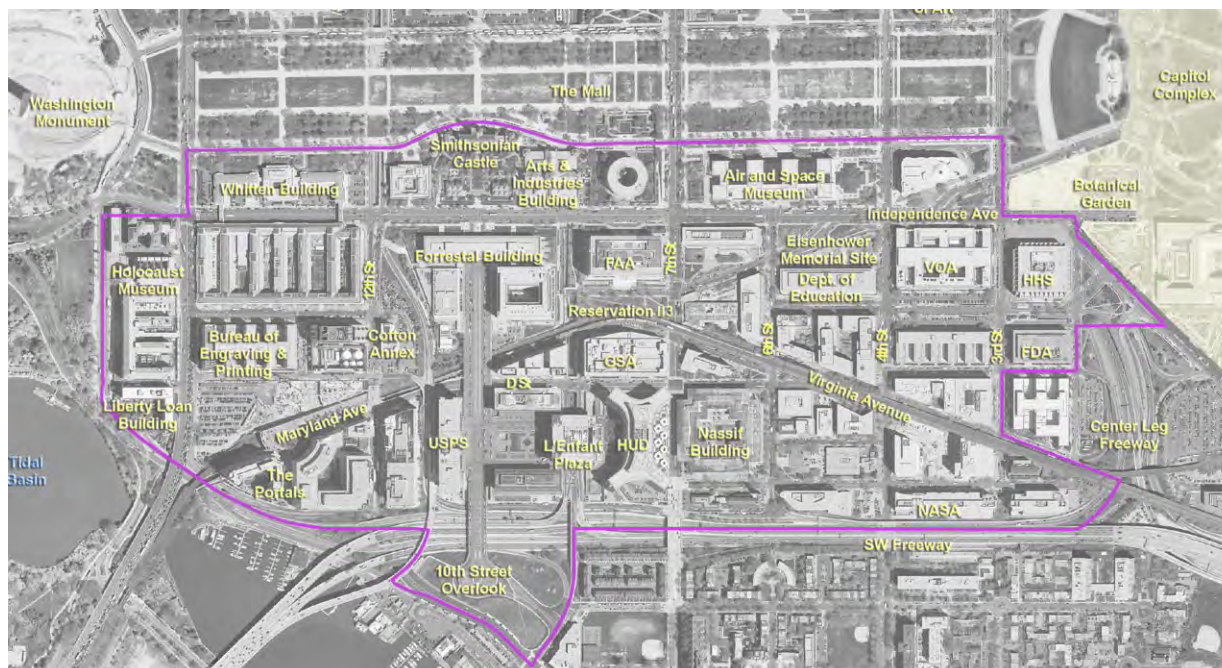
as an inviting, lively, mixed-use corridor that connects the National Mall to the waterfront, using state-of-the-art sustainable redevelopment practices.

B. Restore Maryland Avenue

as a grand urban boulevard that links the U.S. Capitol to the Jefferson Memorial while enhancing mobility and environmental quality.

C. Repair the Urban Fabric

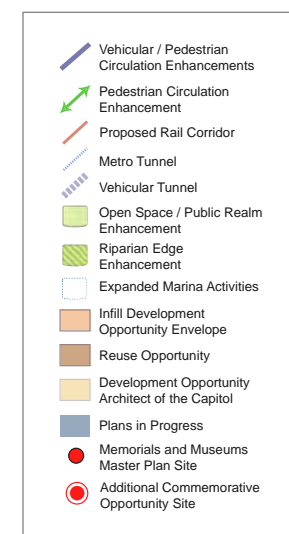
by restoring the street grid, decking over highways, and redeveloping superblocks to improve the public realm, integrate open space, increase development density, and improve the mix of uses.



Aerial view of the Southwest Rectangle.



The Framework Plan proposal for the Southwest Rectangle.



Redefine 10th Street

The section of 10th Street that runs south from the National Mall to its terminus at an overlook known as Banneker Park should be remade as a mixed-use cultural boulevard without reducing owned or leased federal office space. The street could become Washington's newest destination, anchored by museums at either end and lined with street-level restaurants, shops, and open space. It could offer an appropriate setting for national commemoration and culture with a diverse array of day, evening, and weekend activities.

Near 10th Street on the National Mall, the Smithsonian's iconic Arts and Industries Building currently lies vacant but could be rehabilitated as a highly visible visitor or cultural center. The U.S. Department of Agriculture's neoclassical Whitten Building, also prominently located on the National Mall, could be reused to extend the line of cultural institutions along the Mall. This would require special congressional appropriation to relocate the headquarters to another suitable site within the monumental core or the District.



COURTESY OF MICROSOFT MAPS

Current view of 10th Street, looking at the Forrestal Building and north toward the Smithsonian Castle.



NCPC/CFA, ILLUSTRATION BY MICHAEL MCCANN

New and existing federal buildings can be enlivened with sidewalk cafes, visitor centers, cultural venues, and gardens.

The *Framework Plan* proposes narrowing 10th Street to more closely reflect its original width, restoring a human scale to the street and enhancing the pedestrian experience. Because of its prominence, the corridor provides opportunities to commemorate Pierre L'Enfant, Benjamin Banneker, and others. The *Framework Plan* also recommends inserting additional infill development and redevelopment to energize the corridor and maximize its development capacity.

The area above the L'Enfant Plaza Metrorail station and shopping center also provides an opportunity to increase the amount of mixed-use development. This will help to create day, evening, and weekend activity. Additionally, redesign of the U.S. Postal Service headquarters building, located south of Maryland Avenue could also increase the developable area, providing opportunities for street-level retail or cultural uses to fully energize the street life. The 10th Street corridor could be the next great destination in the city if the street were designed at a comfortable pedestrian scale with a vibrant mix of uses and improved amenities.

FORRESTAL BUILDING COMPLEX The reuse of a building is a large-scale form of recycling; however, in certain situations, redeveloping a site may have greater benefits. To address inefficient development patterns, inflexible designs, or aging facilities, rebuilding can be more sustainable—particularly if it involves infill development that is compact, walkable, mixed-use, and transit-friendly, and built to the highest standards for green performance. Such is the case with a number of buildings within the Forrestal complex on Independence Avenue.

A redesign of the Forrestal complex is critical to unlocking the potential of the corridor and reconnecting the National Mall with the waterfront. At a minimum, it would require removing the section spanning 10th Street and fully developing the six-block area to the south and west. If developed more efficiently, the 20-acre area between Independence and Maryland Avenues, and 9th and 12th Streets could yield an increase of over two million square feet of space. The new space could accommodate federal offices as well as cultural, hospitality, residential, and retail uses.



NCPC/CFA, ILLUSTRATION BY MICHAEL MCCANN

Redesign of the Forrestal complex and environs could provide an opportunity to develop 20-acres showcasing sustainable urban design and high-performance infrastructure, building, and landscape practices.

While adaptive reuse of portions of the site should be evaluated, redevelopment of this complex offers the greatest opportunity to create a more compact, pedestrian-friendly, and environmentally sustainable urban form. It could also restore the street grid by opening local streets such as Virginia Avenue, 11th Street, and C Street. Redesign of this area would not only accommodate desired activities and street life, but it would also restore views and establish a significant symbolic connection between the National Mall and the 10th Street Overlook located at the terminus of the street.

Maximizing the development potential of this site would promote the use of public transit, given its proximity to the Smithsonian and L'Enfant Plaza Metrorail stations and the Virginia Railway Express. Redevelopment is also an opportunity to demonstrate the federal government's leadership in high-performance sustainable urban design and green building practices, which is ultimately necessary to reduce our carbon footprint and contribute to a healthier urban environment.



Current view of 10th Street at Independence Avenue, looking south at the Forrestal Building and toward the waterfront overlook.



10th Street can become a lively urban corridor punctuated by a nationally significant cultural institution at the overlook, linking the Smithsonian Castle on the National Mall to the waterfront.

Imagining a Great Street

Moving south from the Smithsonian Castle on the National Mall, one would be inspired by both the compelling beauty of the Enid Haupt Garden and the grandeur of the 10th Street vista. Crossing Independence Avenue would bring the aroma of streetfront cafes and the hum of conversation. Emerging from the shaded allée of trees, one would cross Maryland Avenue, catching a glimpse of the U.S. Capitol and admiring a beautiful memorial at the intersection's center.

At the crest of 10th Street, a visitor might take a moment to appreciate an outdoor art exhibit in one of the nearby plazas or get something to drink before proceeding to Banneker Park. Once there, one could review that evening's events at the adjacent museum or sit by the fountain and take in the panoramic view of the Washington Channel below. A quick descent of the grand staircase would lead to ships, markets, and other attractions at the new Southwest Waterfront neighborhood.

1. Redevelop the Forrestal complex to include a mix of uses, including cultural institutions, additional federal office space, and public amenities.
2. Create a mixed-use destination at the 10th Street Overlook anchored by an iconic cultural destination, an engaging civic space, and an improved fountain within Banneker Park.
3. Deck over the Southwest Freeway to create a new F Street and new developable sites.
4. Encourage phased air-rights development in concert with infrastructure improvements.
5. Redesign the U.S. Postal Service Building to increase developable area and provide street-level retail for federal workers and visitors.
6. Infill L'Enfant Plaza with private mixed-use development.
7. Reestablish C Street, 11th Street, and Virginia Avenue.



Framework Plan proposal for the 10th Street corridor.



Gardens can provide respite between destinations. (Washington, DC)



Intersections can become engaging outdoor spaces. (Barcelona, Spain)



Spectacular fountains can engage adults and children alike. (Atlanta, GA)



Grand stairs can be destinations for people-watching. (Rome, Italy)

WATERFRONT OVERLOOK A key feature of the *Framework Plan* is the development of the 10th Street Overlook at Banneker Park. The location and topography of the site offers an impressive setting, ideally positioning it to support a prominent cultural institution. Aligned with the Smithsonian Castle on the National Mall, a cultural venue at this dramatic and memorable overlook would anchor the 10th Street axis and command a monumental and inspiring presence from the Potomac River and its shores.

A grand terraced staircase connecting the 10th Street Overlook to the waterfront can become an important civic feature as well. As the threshold to the Washington Channel, these terraces will be well-traveled, offering a unique opportunity for commemoration and providing sweeping views of the river and Potomac Park. While at a grand scale, the staircase can still provide intimate, shaded seating areas at its edges and incorporate smaller water features and public art at various levels. The change in elevation also presents a range of opportunities to incorporate appropriate uses below and above grade.

Street-level retail, cultural, and hotel uses could be accommodated above grade at the higher elevation on 10th Street and at the lower elevation along Maine Avenue. This would complement the District of Columbia’s planned mixed-use neighborhood along the Southwest Waterfront and establish a walkable corridor between the Mall and the Washington Channel.

This destination would be the focal point of a mixed-use air-rights development over the Southwest Freeway. A cluster of residential, office, and entertainment venues could surround a new Banneker Park fountain and plaza, and be built in phases over time. Initial development could take place east of the 10th Street corridor including the area over the existing freeway. Subsequent development west of the corridor could be completed as roadway infrastructure upgrades allow. As the Francis Case Bridge comes to the end of its serviceable life, the Southwest Freeway and 12th Street expressway ramps can be rerouted to allow more appropriate urban development.



A mix of marine, commercial, and recreational uses can activate the waterfront. (Seattle, WA)



As a destination and a vantage point, the 10th Street Overlook can link the National Mall to a new Southwest Waterfront neighborhood and to Potomac Park.



Current view from the 10th Street Overlook, looking southwest toward the Washington Channel and Potomac Park.

Restore Maryland Avenue

The prominence of Maryland Avenue—a symbolically important L'Enfant street that is the geometric twin of Pennsylvania Avenue—should be restored by enhancing its existing public spaces and strengthening views along the corridor. Most importantly, the rail line that now dominates the street should be decked or realigned to reconnect the street grid and to restore Maryland Avenue as an urban boulevard focused on the U.S. Capitol.

Improving the public realm along Maryland Avenue would contribute several open spaces to Washington's system of parks and plazas. The currently planned President Dwight D. Eisenhower Memorial will mark Maryland Avenue's arrival at the National Mall as a significant visitor destination. Reservation 113, at the intersection of Maryland and Virginia Avenues, should be revived as the central open space of the corridor, offering a welcome public amenity in the heart of the Southwest Rectangle. The intersection of Maryland Avenue and 10th Street offers a significant commemorative opportunity, and the avenue's current western terminus can be redesigned to improve its link with the Jefferson Memorial by providing an

overlook plaza and pedestrian walkway between the elevated Maryland Avenue and the lower grade of the tidal basin on the National Mall. Maintaining pedestrian circulation at grade, rather than across bridges, will help to link the Southwest Rectangle to the Tidal Basin and the waterfront.

Along the avenue, infill development can strengthen the street wall to better frame views toward the U.S. Capitol, increase opportunities for federal office space and a mix of private uses, and enhance street-level activity. In addition to the Forrestal complex redevelopment opportunities, there are several locations for infill development along Maryland Avenue. For instance, the Cotton Annex and the building yard south of the current Federal Aviation Administration both offer compelling redevelopment opportunities.

The width of Maryland Avenue's right-of-way would support a complete and sustainable street, including a wide, planted median to reduce and slow stormwater runoff flowing into the sewer system; dedicated bicycle and transit lanes to help reduce dependence on cars; and new street trees to help reduce urban heat gain.

RESERVATION 113 Reservation 113, prominently located at the intersection of Maryland and Virginia Avenues between 7th and 9th Streets, is the geometric complement to the Navy Memorial plaza on Pennsylvania Avenue, NW. The site has been marginalized by rail, highway, and building construction over the years, resulting in a discontinuous local street grid. The federal office buildings bordering Reservation 113 also do not encourage public use.

The *Framework Plan* proposes reclaiming the reservation as an important component of the public realm by enlarging the open space to accommodate public amenities and commemorative elements, and by improving circulation. While the site's topography poses challenges for its design, it does allow a connection to the L'Enfant Plaza transportation hub and active street-level uses, which will ensure its vibrancy. To realize the full potential of Reservation 113, the railroad tracks should be shifted further south, which can be accomplished in conjunction with the planned construction of new track within the corridor. This shift would require the redesign or redevelopment of the General Services Administration Regional Office Building.

1. Deck the rail line to reclaim Maryland Avenue as a complete and sustainable street.
2. Develop Reservation 113 as a premier public park.
3. Create an overlook and pedestrian connection to the Tidal Basin.
4. Develop the Cotton Annex site with a mix of uses.
5. Develop the Federal Aviation Administration building yard with uses supporting ground-floor retail.
6. Redevelop the Liberty Loan Building as a premier cultural destination with ground-floor amenities.
7. Deck the 9th Street tunnel between Independence Avenue and D Street to reestablish 9th Street.
8. Deck the freeway tunnel to reestablish 11th and 12th Streets between Independence Avenue and F Street.
9. Realign 15th Street to connect with a new F Street.
10. President Dwight D. Eisenhower Memorial, currently under design development.



Framework Plan proposal for the Maryland Avenue corridor.



Tunneling the rail line and reclaiming historic Reservation 113 will create a prominent civic place at the intersection of Maryland and Virginia Avenues on the 8th Street axis within view of the Washington Monument to the northwest and the U.S. Capitol to the northeast. Realigning the rail line could allow four tracks to accommodate freight and passenger rail lines.



Reestablishing Maryland Avenue with a series of civic spaces and developing vacant parcels will anchor a new neighborhood along an important L'Enfant avenue, connecting the Jefferson Memorial with the U.S. Capitol.



Current view of the rail line along Maryland Avenue, looking northeast toward Reservation 113 and the U.S. Capitol.

As currently configured, the entire Southwest Rectangle acts as a barrier between the National Mall and the waterfront and is very difficult to navigate. This is primarily due to interruptions to the local street grid caused by the Southwest Freeway and its ramps, the rail lines along Maryland and Virginia Avenues, and the single-use superblock federal office buildings. The result is an urban character that deters exploration and an unsustainable urban form that precludes ease of mobility and optimal use of valuable urban land. It squanders prime opportunities to provide the services and mix of uses to support the National Mall, the federal workplace, and the city's economy.

Repair the Urban Fabric

Reclaiming the grid, improving the streetscape, and introducing a mix of uses throughout the precinct, in addition to improving 10th Street and Maryland Avenue, would provide more complete, continuous, and pedestrian-friendly streets offering multiple connections between the National Mall and the waterfront. Infill development, including residential and hotel uses, and the insertion of new green spaces

would improve the livability of this neighborhood and encourage visitors, workers, and residents to move through and around the area.

STREETScape AND TRANSIT Rail and highway transportation networks enable movement through an area, but unfortunately have adversely affected mobility within this precinct. Local mobility can be greatly improved by modifying or removing the offending infrastructure. These changes will not only improve the streetscape but may also facilitate a more efficient regional transportation network.

For example, the existing rail alignment west of Reservation 113 could be depressed and shifted slightly southward in the Maryland Avenue corridor. East of Reservation 113 it could continue on a well-designed elevated trestle in the Virginia Avenue corridor. This could be coordinated with improvements to the L'Enfant Plaza regional rail station and to various corridor improvements already planned by the CSX Corporation. Also, significant below-grade space under 10th Street is available for development as an intermodal transfer station linked to the L'Enfant Plaza Metrorail station. It would be possible at this hub to make connections between regional rail,

Metrorail, and local buses. In addition, it could be an ideal location for tour bus parking and both commuter and visitor parking because it would provide easy transfer to local transportation and convenient access to the National Mall.

The Southwest Freeway and its access ramps now cut major trenches through the precinct. The *Framework Plan* proposes decking a portion of the freeway to reestablish F Street between 7th Street and 14th Street, and decking the access ramps along 9th, 11th, and 12th Streets. This proposal would reestablish continuous streets and buildable city blocks, improve the streetscape for pedestrians and local traffic, and enhance mobility. Decking the freeway would also offer the opportunity for mixed-use private development in the air-rights space along the F Street corridor and over the 12th Street ramp. Connecting the reestablished F Street with a realigned 15th Street would improve access throughout the area and provide opportunities for street-level activities on the north side of Maine Avenue across from the waterfront.

The *Framework Plan* also recommends streetscape improvements and the addition of green spaces

1. Realign and tunnel I-395 under the Washington Channel to remove a significant barrier near the Jefferson Memorial, creating public gathering and recreation space.
2. Extend the I-395 entry/exit tunnels to connect with 9th and 12th Streets and to the Southwest Freeway to better distribute traffic across the city and restore the street grid above.
3. Realign the 14th Street Bridge and construct a tunnel for local traffic to access downtown and improve connections across the land bridge.
4. Shift the railroad tracks slightly to allow the restoration of Maryland Avenue and Reservation 113.



Illustration of street-level improvements.



Diagram of proposed tunnels that could improve street-level development and connectivity.

throughout the precinct. For example, along the eastern edge of Reservation 113, 7th Street runs from Silver Spring, Maryland to the Southwest Waterfront, as one of the precinct's few existing continuous streets. This important street could be redesigned as a tree-lined connection accommodating pedestrians, bicyclists, and mass transit users, as well as motorized vehicles.

THE RAIL LINE In Pierre L'Enfant's plan, the area south of the National Mall received its full share of grand Washington avenues, impressive civic spaces, and open vistas. However, railroad infrastructure undermined L'Enfant's vision for this part of Washington as early as the Civil War when tracks were laid along Maryland Avenue, SW. For nearly 150 years, these tracks have served key passenger and freight routes along the eastern seaboard. Today, freight and passenger trains share the same alignment until 2nd Street, SW, where the passenger trains head north toward Union Station and freight traffic continues along Virginia Avenue toward the Anacostia River and Maryland.

The rail line obliterates large stretches of Maryland and Virginia Avenues, interrupting neighborhoods, hemming in surrounding streets with looming infrastructure,

and blocking nearly all views to the waterfront and the monumental core. The tracks also intrude on the historically significant Reservation 113, which L'Enfant imagined as an attractive civic space.

Rail transport of potentially hazardous freight through the District poses a safety and security risk to the nearby U.S. Capitol, to densely populated residential neighborhoods, and to federal and local work centers employing an estimated 100,000 workers. The current rail network also presents obstacles to efficient rail travel. The shared northbound and southbound commuter rail platform at L'Enfant Plaza, and the single track within the low Virginia Avenue tunnel, result in bottlenecks and preclude double-stacking rail cars. The 2002 Mid-Atlantic Rail Operations Study identified this as one of the major obstacles to accommodating growth in passenger and freight rail service along the east coast. Rerouting freight rail traffic away from the monumental core is one solution that would address security concerns while at the same time increase the capacity of the passenger line to help reduce regional and local roadway congestion.

In 2007, NCPC and the District Department of Transportation completed a feasibility study of alternative

freight rail corridors in the region. The study considered several options, including tunneling under the Potomac River and through the District, or bypassing the District altogether to reroute freight rail through Virginia or Maryland. According to the study, realigning the rail outside the District would resolve numerous freight, land development, and long-term security issues, thereby offering significant improvements throughout the area. Further analysis of alternatives will require extensive public input and a coordinated effort by the District, the states, and the rail companies to determine environmental impacts, public and private benefits, projected costs, and funding sources.

While the *Framework Plan* acknowledges the benefits of rerouting freight rail traffic, reclaiming Maryland Avenue could be realized even if the service is not relocated. The two tracks could be increased to four tracks—to accommodate freight and passenger rail—lowered, shifted slightly south, and decked over to reestablish the avenue. Other improvements that are currently planned by CSX in this area include increasing the capacity of the Virginia Avenue freight rail tunnel and modifying the commuter rail station at L'Enfant Plaza to accommodate two-way traffic.

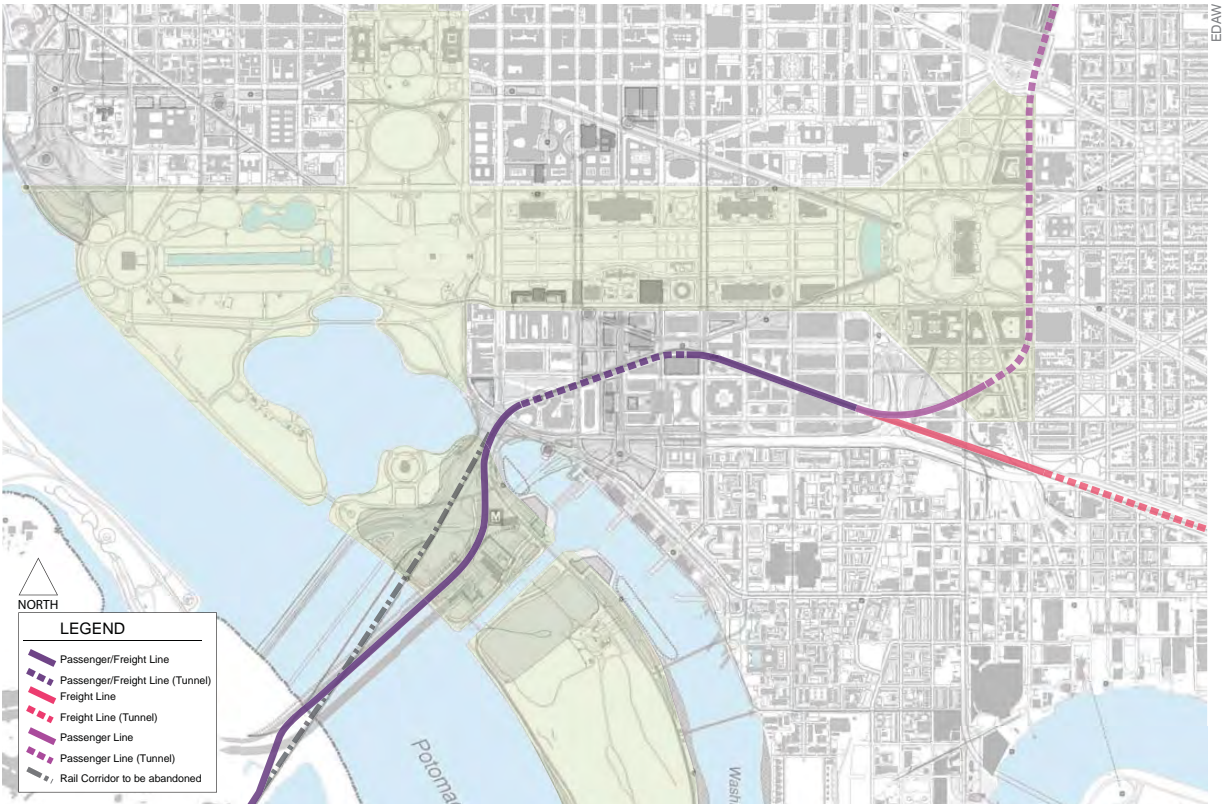


Diagram of proposed realignment of railroad tracks that could create space for the proposed Jefferson Memorial Festival Grounds and reestablishment of Maryland Avenue.



Decking over highways and rail lines can create opportunities for pedestrian-friendly open spaces and new development.





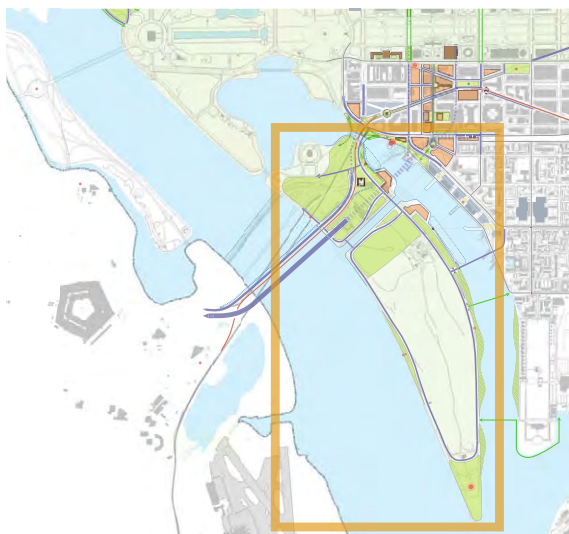
Enhance the Waterfront Experience

POTOMAC PARK

Potomac Park can be reimagined as a unique Washington destination: a prestigious location extending from the National Mall; a setting of extraordinary beauty and sweeping waterfront vistas; an opportunity for active uses and peaceful solitude; a resource with extensive acreage for multiple uses; and a shoreline that showcases environmental stewardship.

Located at the edge of a dense urban center, Potomac Park should be an easily accessible place that provides opportunities for water-oriented recreation, commemoration, and celebration in a setting that preserves the scenic landscape. The park offers great potential to relieve pressure on the historic and fragile open space of the National Mall, a vulnerable resource that is increasingly overburdened with demands for large public gatherings, active sport fields, everyday recreation, and new memorials.

Potomac Park and its shoreline should offer a range of activities for the enjoyment of all. Some areas should accommodate festivals, concerts, and competitive recreational activities, while other areas should be quiet and pastoral to support picnics under a tree, paddling on the river, and other leisure pastimes. The park should be connected with the region and with local neighborhoods.



Context

Potomac Park is a relatively recent addition to Washington. In the early years of the city it was an area of tidal marshes. As upstream forests were cut and agricultural activity increased, the Potomac River deposited greater amounts of silt around the developing city. Eventually this stagnant muddy area, “the Potomac Flats,” became a breeding ground for disease-bearing mosquitoes and a significant barrier to maritime commerce.

In the 1880s, the U.S. Army Corps of Engineers dredged the river, reopening it to navigation and creating two tracts of land totaling more than 600 acres. The southern portion was an island called East Potomac Park and the northern portion was an extension of the National Mall called West Potomac Park. The Tidal Basin was constructed between these two tracts with gates to regulate water circulation through the channel.

Congress dedicated East Potomac Park in 1897 and ordered that it be “forever held and used as a park for the recreation and pleasure of the people.” Improvements to East Potomac Park eventually followed, including cherry trees, a perimeter roadway, and a golf course. By 1925, all of East Potomac Park was used for recreation purposes. Congress strengthened its support for the park’s use as a place for recreation and leisure when it prohibited museums in the park in 2001.

Nearly 275 of the park’s 330 acres are used for recreation. Three public golf courses offer convenient, affordable play and are served by an ancillary clubhouse. This area also contains a public swimming pool and tennis courts that draw about 11,000 players annually. Hains Point, a 15 acre open green space occupies the southern tip of the park. A crumbling waterfront walkway follows the perimeter of the park.

Ohio Drive parallels the walkway, provides vehicular access, and is used by bicyclists, runners, and skaters. The northern portion of the island includes 25 acres occupied by the National Park Service’s regional headquarters, a park maintenance yard, offices for the U.S. Park Police, and the Tourmobile’s office and bus maintenance facilities. Overall, approximately a quarter of the park is consumed by bridges, roads, offices, parking lots, and maintenance yards.

The park is currently accessible only from the northern end of the island, an area choked by bridge and road infrastructure. There is no bus or train service, and even boat movement around the park is problematic. Boats traveling from the head of the Washington Channel to Georgetown are required to travel around Hains Point, a trip that can take as long as an hour. There is no place to access the park by boat and no place to launch a canoe or kayak. Paddling around the island from Georgetown can take almost a full day.

Five bridges constructed before the mid to late 1970s cross the Potomac River and the park: three four-lane vehicular bridges, a Metrorail bridge, and an older railroad bridge. The tangled maze of infrastructure not only makes it difficult for pedestrians, motorists, and bicyclists to reach the park, but it also hems in the Jefferson Memorial, denying it a suitably dignified setting.

As reclaimed land, East Potomac Park is slowly sinking and its seawalls are crumbling. A 1950s hydrology study found that the island had sunk three and a half feet since it was first created. Today, high tides and flooding frequently submerge the seawalls, and approximately 80 percent of the park lies within the 100-year floodplain; future sea-level rise would further threaten the park, altering its configuration and ultimate use.



Aerial view of Potomac Park.



The *Framework Plan* proposal for Potomac Park.

Vehicular / Pedestrian Circulation Enhancements	Expanded Marina Activities
Pedestrian Circulation Enhancement	Infill Development Opportunity Envelope
Proposed Rail Corridor	Reuse Opportunity
Metro Tunnel	Development Opportunity Architect of the Capitol
Vehicular Tunnel	Plans in Progress
Open Space / Public Realm Enhancement	Memorials and Museums Master Plan Site
Riparian Edge Enhancement	Additional Commemorative Opportunity Site

Key Improvements

- A. Develop Potomac Harbor** along the Washington Channel with active uses, visitor services, an expanded marina, and a wider land bridge.
- B. Connect Potomac Park with the City** by providing multiple linkages that improve access for visitors arriving by foot, bicycle, boat, car, Metro, and water taxi.
- C. Reprogram Potomac Park for Sustainable Recreation** by offering a range of activities and naturalized areas connected to a continuous waterfront trail.
- D. Create Festival Grounds at the Jefferson Memorial** to relieve pressure on the National Mall and allow for a range of events and uses.

Develop Potomac Harbor

Near Washington's city center, an area located at the northern rim of the Washington Channel can become a dynamic new destination at the water's edge, offering active engagement with the waterfront on both sides of the channel. Complementary development along the Southwest Waterfront and Potomac Park, combined with improved connections at the Tidal Basin outlet and new bridges to Potomac Park, can create a walkable loop linking a variety of waterfront experiences along the proposed Potomac Harbor.

Along the eastern bank of the channel, the Southwest Waterfront is poised for a dramatic transformation. The city's plan for a 47-acre waterfront neighborhood will include residences, hotels, cultural and education spaces, offices, neighborhood retail, a marina, parks, and a waterfront promenade.

On the Potomac Park side of the channel, new low-scale development would build on the vitality created

at the Southwest Waterfront and add to the existing recreational opportunities of the park. Designed to an appropriate scale and character for the park, new pavilions could include the National Mall and Memorial Parks offices, enhanced visitor services, outdoor cafes, and a concentration of recreational development, including both water-oriented and year-round indoor activities. Places to rent boats and kayaks, and indoor facilities for rock climbing, roller skating, and other sports and ancillary uses could be constructed on piers along the park's edge to minimize the impact on the floodplain and to activate the channel edge.

The intent is to create a basin surrounded by activity so that the upper Washington Channel can become a place of even greater appeal and significance for visitors and residents alike. With proximity to the National Mall, venues for entertainment, year-round recreation, waterfront commemoration, and dockage for maritime events, Potomac Harbor can become a unique destination within the nation's capital.

EXPANDED LAND BRIDGE Pedestrians can now enter the park only along a narrow Tidal Basin walk or from an unpleasant walk beneath the I-395 bridge. Widening the sliver of land at the north end of the channel would improve access to the Tidal Basin and improve pedestrian and vehicular mobility between the city and the park, by providing greater separation between roadways, walkways, and railroad infrastructure. The land bridge would allow for a gracious waterfront promenade that could become a new gateway, creating a more inviting entrance to the park. An integral part of the proposed development, the promenade would help extend the character and experience of the National Mall and the new Southwest Waterfront into Potomac Park.



Aerial view of the Southwest Waterfront, Washington Channel, and Potomac Park.



Potomac Harbor can become a unique destination for water-oriented recreation in the nation's capital, complementing the proposed urban mixed-use neighborhood north of the channel.

NCP/CFA, ILLUSTRATION BY MICHAEL MCCANN/EDAW



COURTESY OF DESTINATION360.COM

Appropriately scaled pavilions can activate a waterfront. (Vancouver, BC)



COURTESY OF KEN REGULAR

Impromptu performances create enjoyable and memorable experiences. (Baltimore, MD)



COURTESY OF JEFFERY DELVISCIO

Waterfront pavilions can provide places for specialized recreational activities. (New York, NY)



NCPC/OFA, ILLUSTRATION BY EDAM

Widening the land bridge between the Tidal Basin and Washington Channel and tunneling the highway will improve the link between Potomac Park and the city and create a unique place for marine activities at Potomac Harbor.



EDAM

Current view of the north end of the Washington Channel, looking toward the Francis Case Memorial Bridge.

Connect Potomac Park with the City

Potomac Park should be an easily accessible destination with multiple linkages for people arriving by foot, bicycle, boat, water taxi, Metrorail, or car.

A NEW CANAL Currently, boat traffic to the marina at the Southwest Waterfront must navigate around Hains Point and motor up the channel through two miles of a no-wake zone. A wide, easily maneuverable new canal in the vicinity of Buckeye Drive, approximately 2,000 feet in length, would connect the Washington Channel with the Potomac River, creating a striking feature in the landscape and serving as a ceremonial and practical maritime gateway to the Southwest Waterfront. With this canal, boat traffic would no longer be required to go around Hains Point, significantly reducing travel time to and from the marina. Water taxis could use the canal to reduce passenger vehicle use by providing links between Potomac Park, the Southwest Waterfront, the Washington Nationals Stadium, Alexandria, Georgetown, and other destinations. Reducing marine traffic on the channel would also allow a naturalized shoreline to be constructed.

NEW CHANNEL CROSSINGS The new canal would accommodate sailboats and taller ships, allowing for construction of low bridges over the Washington Channel. As a result, the three proposed channel bridges could remain low and pedestrian-friendly. At 6th Street, SW, a small two-lane bridge with sidewalks would provide a vehicular and pedestrian connection between the active area of the park and the urban activities of the Southwest Waterfront and M Street. At P Street, a new pedestrian-only bridge would provide access to the quiet, bucolic portion of the park. Near Hains Point, a new boardwalk across the channel and in the river around Fort McNair would connect to the Anacostia Riverwalk. These bridges should be designed as attractive features and destinations themselves.



1. Expand the land bridge at the Tidal Basin outlet to improve access to Potomac Park, the Jefferson Memorial, and the Tidal Basin.
2. Construct a canal between the Washington Channel and the Potomac River to improve boat access to the Southwest Waterfront and allow multiple connections between Potomac Park and the city.
3. Provide a two-lane vehicular and pedestrian bridge at 6th Street and pedestrian-only bridges at P Street and near Hains Point.
4. Develop a waterfront esplanade and reclaim wetland habitat along portions of the park shoreline.
5. Establish waterfront memorial sites, including a site for a preeminent memorial at Hains Point.
6. Redesign the public golf course as a model of sustainable practices, expand the clubhouse, improve the tennis and pool facilities, and provide additional passive recreation opportunities on the southern portion of the island.



COURTESY OF LIBRARY OF CONGRESS

Plan for East Potomac Park, 1916



COURTESY OF DC PUBLIC LIBRARY WASHINGTON POST, STAR COLLECTION

Potomac Park was newly created using fill dredged from tidal marshes in the late 19th century. Long Bridge initially traversed the park.



COURTESY OF KENNETH LUND

Bird's-eye view of the golf course along the Washington Channel.

1916 Potomac Park Plan

Improving access and recreational opportunities in Potomac Park has been on the drawing board for nearly a century. Many of the ideas that appear in the *Framework Plan* are also found in a 1916 plan prepared by Colonel William W. Harts of the Office of Public Buildings and Grounds. The Harts plan recommended extending the city's streetcar lines into the north portion of the park to improve access, and suggested creating a canal from the Washington Channel to the Potomac River. Colonel Harts saw the canal as a way of separating "the quiet from the noisy sports." He proposed playing fields and courts of all types, a golf course, bathing pools, and a parade ground.

The 1916 plan included a formal landscape at the extreme north end of the park, today the location of the Jefferson Memorial. At the south end of the park, the plan proposed a memorial garden at Hains Point to take advantage of its magnificent setting overlooking the confluence of the Potomac and Anacostia Rivers.

Reprogram Potomac Park for Sustainable Recreation

The waterfront at Potomac Park should support the natural ecology of the Washington Channel and the Potomac River, thereby helping to improve the regional watershed and providing opportunities for ecological education. The calm and quiet natural areas at the southern end of the park would also serve as a pleasant counterpoint to the animated, urban experience of the new Southwest Waterfront.

THE WATER'S EDGE Potomac Park's seawalls have subsided over the years from erosion and tidal fluctuation and pose a significant threat to public safety. The *Framework Plan* recommends varying treatments for the seawalls along the Potomac River and the Washington Channel.

The sinking seawalls and walkway along the Potomac River edge of the park should be reconstructed, raised, and widened to reduce the impact of periodic flooding and to create a pleasant and welcoming esplanade. The scenic beauty of the esplanade would enhance the setting of future memorials and could be enjoyed by those choosing to stroll, fish, read, or picnic. More active users, such as bikers and skaters, could enjoy the waterfront views and breezes along a parallel path. In addition, a slight realignment of a portion of Ohio Drive along the Potomac River would allow a segment of the linear park to be expanded to create a waterfront open space for gatherings, and support uses such as restrooms and food service.

With a canal through Potomac Park available to redirect the majority of maritime traffic, a sustainable solution to reinforcing the crumbling seawalls could be

implemented along the Washington Channel. The seawalls along the southern portion of the park could be stabilized with native vegetation, wetlands, infill earth removed during canal construction, and rock as a bioengineered shoreline. These natural alternatives would be more cost-effective than reconstructing the seawalls and would help improve water quality, mitigate flooding in outlying areas, and create new habitat for plants and wildlife.

Along the southern end of the Washington Channel, the esplanade should be designed as a boardwalk through the new marshy riparian edge. The boardwalk could also extend across the channel at an appropriate distance from the shoreline around Fort McNair to connect Hains Point to the Anacostia Riverwalk. This connection would significantly reduce the number of large boats traveling near Fort McNair and close a



NCPC

The Potomac Park seawall is sinking and needs repairs.



EDAW

Current conflicts exist among pedestrians, cyclists, and vehicles.



EDAW

A beautiful esplanade along Potomac Park's shoreline could offer places for commemoration and recreation. (Jinji Lake, China)

significant gap along the planned continuous Riverwalk, allowing for a system of uninterrupted trails, boardwalks, and waterfront promenades now being developed from Georgetown to the National Arboretum. This boardwalk should be designed to accommodate an appropriate security setback for boats and pedestrians at Fort McNair.

SUSTAINABILITY AND RECREATION To protect the environment, new development along the channel must not contribute to the existing flooding potential or negatively affect aquatic habitats. In addition, new maritime programming and water oriented recreation activities should conform to the District’s Green Marina Guidelines and other applicable regulations.

The relocation of administrative facilities from Potomac Park would also help to reduce impervious surface area, improve water quality, mitigate flooding, and increase

recreation area. In addition, the public golf courses should be showcases of innovative sustainability practices in water quality, wildlife habitat, and operations. The golf courses could be redesigned to maximize efficiency and to enhance the golf experience. This new layout, necessary to accommodate the canal’s most efficient routing, can also allow for a new active recreation area north of the practice range. The clubhouse and pool complex could be expanded to include recreational equipment rentals and a new community facility. The new facility would offer programmed indoor recreation, events, and meeting space and be designed to take full advantage of views of the river and surrounding monuments and memorials.

Potomac Park could also become a desirable place for racing events. The new recreation space, together with new water-oriented recreational facilities at

Potomac Harbor, will allow the accommodation of local and national recreational events. New recreation areas should be designed to accommodate training, championship events, spectators, and celebratory spaces for finish lines and award ceremonies.

NEW MEMORIALS With its sweeping open spaces and water views, Potomac Park could provide excellent settings for several new memorials ranging in size and scope. Hains Point is one of the island’s most promising commemorative sites. Several other important locations along the esplanade and shoreline could also accommodate small- and medium-scale memorials. These memorial sites will become especially desirable as the renewed Potomac Park landscape acquires its own unique identity and is linked to the rest of the city by enhanced transit, water taxi, and pedestrian connections.



New pedestrian bridges across the channel will connect the park to the city’s southern neighborhoods, and reclaiming wetlands can help improve water quality, mitigate flooding, and offer areas for reconnecting with nature.



Current view of seawall sidewalk, looking north along the Washington Channel toward the Southwest Waterfront.



Multi-purpose lawns allow for public gatherings, active recreation, and relaxation. (New York, NY)

Create a Festival Grounds at the Jefferson Memorial

The National Mall, the nation's preeminent public space, hosts many national celebrations such as the Cherry Blossom Festival and the Smithsonian Folklife Festival, as well as special events and public demonstrations of various sizes. These events, which can draw tens of thousands of people, sometimes for weeks at a time, present operational and maintenance challenges and limit other activities for the duration of the respective event.

The National Mall is the most popular visitor destination in the nation's capital and the central open space of a living city. Pressure can be taken off the National Mall by developing a Festival Grounds to the south of the Jefferson Memorial as a new national civic space connected to the Mall. This space could accommodate special events and provide additional area for larger festivals, demonstrations, and other activities.

In addition to relieving pressure on the National Mall, the Festival Grounds would enhance the setting of the Jefferson Memorial, restore the beauty of the romantic park landscape, and provide recreation space. The lawn would accommodate space for pick-up games and tournaments of all kinds. This flexible area can efficiently provide for both active recreation and civic events. With the Jefferson Memorial and the Washington Monument as a dramatic backdrop, this 25- to 35-acre outdoor gathering area could become a new landmark in Washington's monumental landscape and one of America's great symbolic settings recognized throughout the world.

Currently, the space proposed for the new Festival Grounds is consumed by a complex network of bridges and parking, as well as the regional headquarters of the National Park Service. This combined infrastructure intrudes upon the Jefferson Memorial landscape and Potomac Park. When, at the end of the useful life of the bridges, it makes more sense to replace rather than continue to repair them,

the bridges could be relocated to improve the setting of the Jefferson Memorial and create the ceremonial space of the Festival Grounds. At that point, the National Park Service's regional headquarters could be relocated to a more suitable part of the city, and the maintenance facilities could be relocated between the newly aligned highway and rail bridges in an area screened from view.

TRANSPORTATION INFRASTRUCTURE Three highway bridges, one Metrorail bridge, and one railroad bridge cross into Washington just south of the Jefferson Memorial. The three vehicular bridges cross the Potomac River and enter Potomac Park, where a series of ramps interweave to connect them to the 14th Street and Francis Case Memorial Bridges across the Washington Channel. The Metrorail bridge crosses the river, enters a tunnel within the park, and continues under the channel. The rail line traverses the Potomac River on the Long Bridge, runs through the park on earthen embankments, passes over the channel, and heads northeast along Maryland Avenue.



Current view of Jefferson Memorial, looking north from an existing parking lot.



Bird's-eye view of highways and rail lines that sever the Jefferson Memorial from Potomac Park.



The proposed Jefferson Memorial Festival Grounds could be an easily accessible multi-purpose space with a magnificent setting for public gatherings and recreation.

The *Framework Plan* proposes that these five bridges across the Potomac River be replaced with two vehicular bridges, one rail bridge, and a Metrorail tunnel, all to the south of their current locations. One of the vehicular bridges would serve local traffic to downtown Washington, while the second would serve interstate traffic headed to other parts of the city and beyond.

The local bridge would land in Potomac Park as a boulevard and become part of the local road network. It would then cross under the Tidal Basin outlet near the Washington Channel, emerging at the foot of 14th Street, north of Maine Avenue. This alignment would allow cars to access Ohio Drive within Potomac Park and find a direct route to 15th Street, F Street, and Maine Avenue.

The I-395 interstate bridge would enter a tunnel within Potomac Park and travel under the Washington Channel. The realigned route would reverse the directions of 9th and 12th Streets to

utilize existing tunnels under the National Mall. The bridge's northbound lanes would connect to the existing 9th Street tunnel and the existing Southwest Freeway beneath the 10th Street Overlook. The existing 12th Street tunnel would feed into the bridge's southbound lanes.

A new rail bridge would cross over the park parallel to the local vehicular crossing, connecting to the existing rail alignment at the western terminus of Maryland Avenue. The Metrorail bridge would be replaced with a tunnel under the Potomac River. Some of the infrastructure for such a tunnel is already in place, built by the Washington Metropolitan Area Transit Authority when the system was constructed.

Consolidating, realigning, and tunneling the bridges and associated infrastructure would have numerous benefits. Most importantly, the new configuration of bridges would create space for the Festival Grounds, eliminate the vehicular and pedestrian bottlenecks at the north end of the island, and improve pedestrian

safety and access to Potomac Park. It would also support the cultural and mixed-use destinations proposed for the 10th Street Overlook and the Southwest Waterfront, provide a suitable terminus for a new F Street corridor, and allow for the establishment of an overlook park and pedestrian connection between Maryland Avenue and 14th Street.

The *Framework Plan* proposes that a new Metro station be constructed near the Jefferson Memorial to provide transit access to Potomac Park and the Southwest Waterfront, encourage the use of public transportation, and reduce the number of passenger vehicles entering the park. This new Metro station would also serve multiple destinations near the Tidal Basin, including the Thomas Jefferson, Franklin Delano Roosevelt, and Dr. Martin Luther King, Jr. Memorials. To make the station possible, the Metrorail tracks would need to be moved below ground. This would also remove what is now a significant visual and physical intrusion into Potomac Park.



Proposed tunnels that will allow creation of the Jefferson Memorial Festival Green and connect Potomac Park to the National Mall.

1. Realign the I-395 vehicular bridges to the south and place in a tunnel under a portion of the park, the channel, and the Overlook.
2. Realign the 14th Street vehicular bridge to the south and place in a tunnel under a portion of the park
3. Reconstruct the rail line parallel to the vehicular bridges.
4. Construct a Metrorail tunnel under the Potomac River and build a new Potomac Park Metro station.
5. Create multi-purpose open space for events and recreation.



Illustration of proposed street-level improvements.



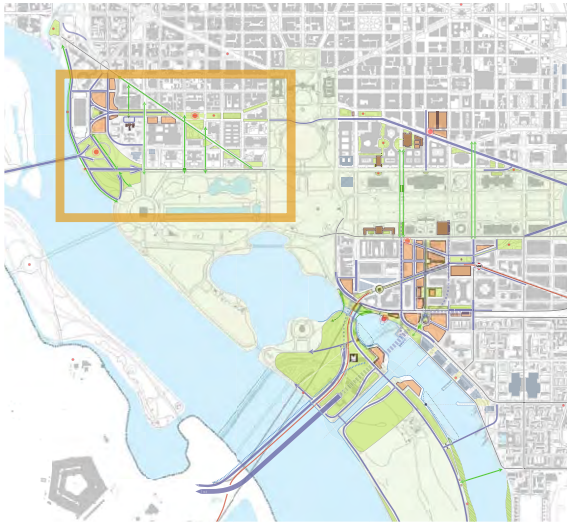
Extend the Commemorative Landscape

THE NORTHWEST RECTANGLE

The Northwest Rectangle—a place of beautiful and monumental institutions adjacent to the National Mall—can become an accessible and walkable cultural destination and workplace. An interconnected system of parks can extend the commemorative qualities of the National Mall northward to link the John F. Kennedy Center for the Performing Arts with the Lincoln Memorial, the White House, and President’s Park.

The Northwest Rectangle can emphasize its own distinctive identity of historic, architectural, cultural, and scenic interest by capitalizing on the prominence of the Kennedy Center, a living memorial to President John F. Kennedy, and strengthening its connection to nearby iconic landscapes and the educational and diplomatic institutions in the vicinity. In a rejuvenated Northwest Rectangle, pedestrians and transit vehicles would easily make their way between the river, the National Mall, the Kennedy Center, and downtown Washington. Fundamental to achieving this objective would be decking over disruptive roadways, creating a new park along the Potomac River, strategically locating cultural attractions, shops, and visitor amenities along the E Street corridor, and cohesively knitting together the precinct’s parks and plazas.

Consolidated and less intrusive infrastructure for the Theodore Roosevelt Bridge would maintain vehicular access and capacity while eliminating the roadways and access ramps that currently disrupt the area. It would also allow the establishment of a ceremonial boulevard between the Kennedy Center and the Lincoln Memorial.



Context

During the early 20th century, the federal government established an enclave of major government headquarters in the Northwest Rectangle, the counterpart to the Federal Triangle complex east of the White House. Most of the land is in federal ownership, and the area is known for the modern classical style of its buildings. Major international organizations and private businesses are also housed here, in office buildings of various architectural styles and sizes. George Washington University is dispersed throughout a 20-block area immediately north of the Rectangle. Cultural centers anchor both ends of the precinct, with the Kennedy Center to the west and Constitution Hall and the Corcoran Gallery of Art, among others, to the east. There are few shops or restaurants to serve workers and visitors in the area. As currently configured, the precinct is reaching its built capacity.

In the 1960s, some of Washington's most ambitious highway and bridge projects were implemented in the precinct, such as the Theodore Roosevelt Bridge, the Potomac Freeway, and the E Street Expressway. An underused, six-lane "highway to nowhere" was never completed and the portion that was built does not connect directly to surrounding streets. The highway chasms, overpasses, and interchanges, along with the sprawling Roosevelt Bridge approaches, profoundly disrupt the area's urban fabric and city life.

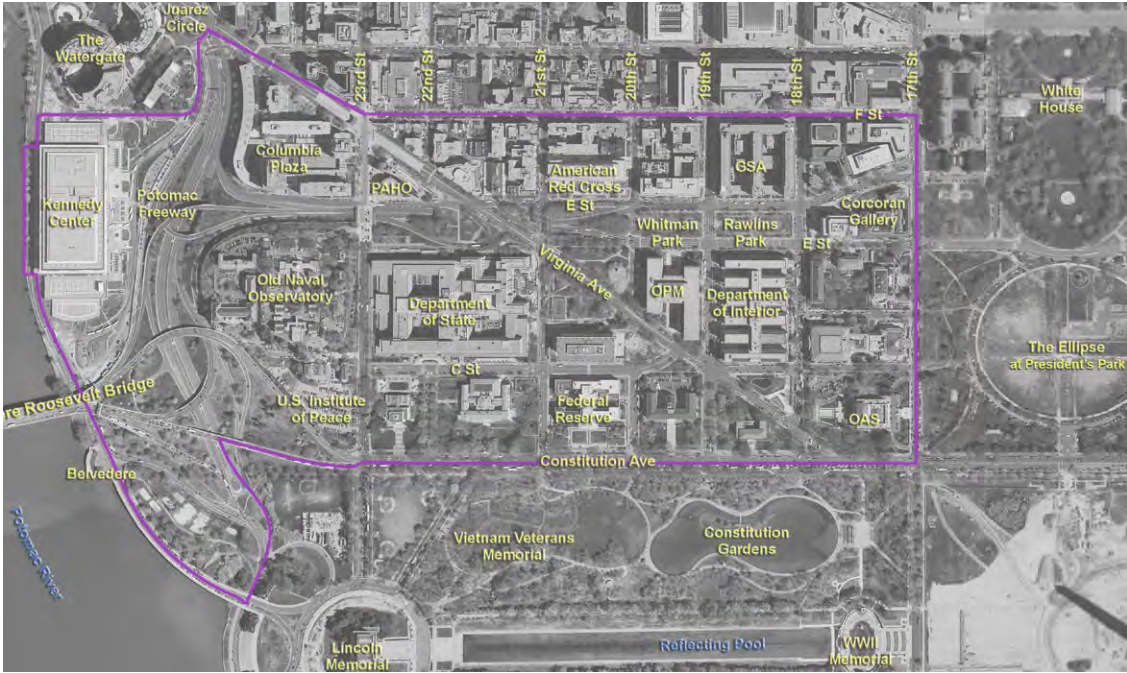
Currently, the maze of roads and bridges provide vehicular connections and alternate routes for commuters moving between areas of the city. However, the tangle of infrastructure has severed the Kennedy Center from the city and caused severe disruptions to the city's street grid, impeding pedestrian and vehicular mobility and safety. This infrastructure, in conjunction with a poor mix of uses in the precinct,

isolates the universities, international institutions, businesses, and neighborhoods in downtown's west end from the Northwest Rectangle, the National Mall, and the waterfront.

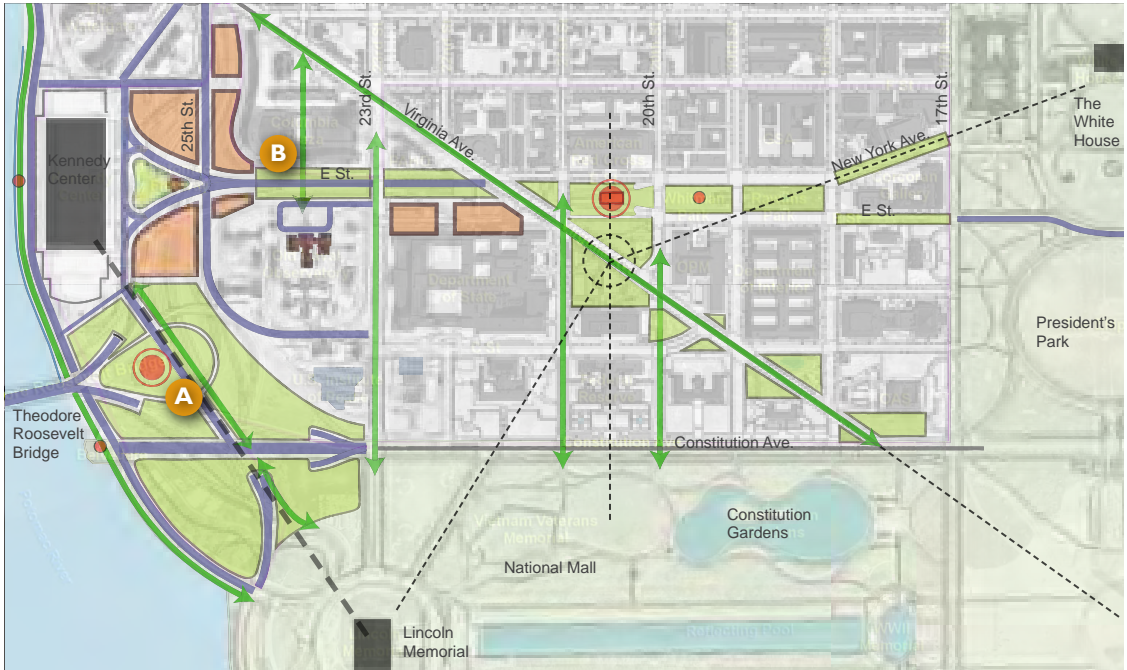
The Kennedy Center each year attracts more than five million visitors and is only 500 yards from the National Mall. However, reaching the center on foot is perilous. The nearest Metrorail station is half a mile away and there are no direct or clearly marked paths to the Center from the National Mall, the riverfront, or downtown. Pedestrians must improvise a hazardous crossing over either Virginia Avenue or Rock Creek Parkway to reach the Center.

A comprehensive solution to this challenge will require significant changes to current transportation infrastructure and improvements to the public realm. To create a truly accessible waterfront and reconnect this portion of the city to the National Mall and downtown's west end, the freeway ramps to the Theodore Roosevelt Bridge will need to be rerouted and placed in tunnels. To link the Kennedy Center to the east, ramps leading to and from the E Street Expressway will need to be lowered, modified, or eliminated.

One of the architectural treasures of the precinct is the Potomac Annex, also known as the Old Naval Observatory. It houses the Naval Bureau of Medicine and Surgery and sits on a hilltop surrounded by highways. Its historic buildings, expansive grounds, and panoramic views of the Potomac River and National Mall offer a campus of character and distinction. South of the Potomac Annex facing the National Mall, a new headquarters for the U.S. Institute of Peace is destined to be a landmark and gateway for this part of the city.



Aerial view of the Northwest Rectangle.



The Framework Plan proposal for the Northwest Rectangle.

Key Improvements

- A. Link the Kennedy Center with the Lincoln Memorial** by establishing a ceremonial boulevard and enhanced waterfront esplanade that will extend the powerful symbolic qualities of the National Mall.
- B. Connect the Kennedy Center with the White House and President's Park** by establishing the E Street corridor as a commemorative linear park with places for cultural enrichment and leisure activities, and by extending the street grid and placing infill development over the Potomac Freeway.

	Vehicular / Pedestrian Circulation Enhancements
	Pedestrian Circulation Enhancement
	Proposed Rail Corridor
	Metro Tunnel
	Vehicular Tunnel
	Open Space / Public Realm Enhancement
	Riparian Edge Enhancement
	Expanded Marina Activities
	Infill Development Opportunity Envelope
	Reuse Opportunity
	Development Opportunity Architect of the Capitol
	Plans in Progress
	Memorials and Museums Master Plan Site
	Additional Commemorative Opportunity Site
	New Metro Entrances
	Key Axis in Historic City Plans

Link the Kennedy Center with the Lincoln Memorial

The Kennedy Center's role as a national presidential memorial should be enhanced through dramatic new relationships with nearby memorials and ceremonial areas. These visual and physical links would extend the symbolic qualities of the National Mall to the Northwest Rectangle along the Potomac River.

The maze of interchange ramps associated with the Theodore Roosevelt Bridge should be reconfigured and decked, and an expansive, pedestrian-friendly landscape should be created along the river. These actions would improve access, create a commemorative gateway to the nation's capital, provide new flexible open space south of Constitution Avenue for recreation, and provide green areas for stormwater management and additional trees.

The changes to this area would also improve the connection between the National Mall

and Georgetown and contribute to the continuous riverfront trail linking the Potomac and Ancostia Rivers.

The central feature of this proposal is a new ceremonial boulevard and commemorative landscape that will strengthen the visual and symbolic connection between the Kennedy Center and the Lincoln Memorial. The character of this open space would reinforce the commemorative function of the Kennedy Center and blend the expansive character of the National Mall with the urban identity of the Northwest Rectangle.

Anchored by iconic presidential memorials and located near many of the nation's diplomatic institutions, including the new U.S. Institute of Peace, the new boulevard will improve pedestrian and vehicular connections between Constitution Avenue and the Northwest Rectangle and provide a place for ceremonial and celebratory functions.

Constitution Avenue, which currently terminates at a bridge ramp on the west, should be extended to restore its historic terminus on the Potomac River. This location was designed as a belvedere and is an important opportunity for a future memorial and waterfront access. Additionally, the northwestern terminus of Virginia Avenue—an area of potential scenic beauty currently occupied by a surface parking lot—should also be used for commemoration and recreation.

The riverfront experience would also become more inviting if high-speed commuter traffic were rerouted from Rock Creek Parkway to the currently underused Potomac Freeway. This shift in traffic would establish the riverfront as a welcoming and safe pedestrian environment for residents, workers, students, and visitors, while potentially improving commuter movement between Georgetown and the monumental core.



Current view of the Potomac Freeway and Theodore Roosevelt Bridge ramps, looking southeast from the Kennedy Center toward the Lincoln Memorial.



Tunneling and realigning the freeways will permit a graceful and ceremonial connection between the Kennedy Center and the Lincoln Memorial, including areas for commemoration and recreation.

A PRESIDENTIAL SETTING For decades, there has been a need to correct the tangle of highways around the Kennedy Center that effectively isolate it from the National Mall, the Potomac River, and the rest of the city. There also have been numerous proposals to create a physical connection from the Kennedy Center terrace to the Potomac River.

Extending the Legacy called for highway decking to make space for a lively civic plaza on the east side of the Kennedy Center. Subsequent efforts by the U.S. Department of Transportation and the Kennedy Center detailed options for spanning the highway, improving access for pedestrians and motorists, and expanding the Kennedy Center for additional performing arts and support space. The *Framework Plan*'s recommendations for the Kennedy Center broadly reflect *Extending the Legacy* proposals and build upon those advanced by Rafael Viñoly, the architect

who worked with the Kennedy Center terrace to advance this vision.

A civic plaza over the existing freeway, with new plantings and fountains, would serve as a dramatic forecourt to this presidential memorial. It would also provide two new building sites for rehearsal, exhibit, educational, and performance space. These new buildings should be designed to appropriately frame the existing Kennedy Center and reinforce its stature as a premier presidential memorial. The plaza should be edged with street-level public uses, such as a visitor center, shops, and restaurants, to animate it during daytime and evening hours, and create a lively new Washington destination. The local street grid, including 25th and 26th Streets, should be reestablished and C Street could be extended as part of the street network. The reestablished urban grid should extend northward to Juarez Circle on Virginia Avenue.

The technical work required to develop the complex transportation proposals is beyond the scope of the *Framework Plan*. However, the Kennedy Center Access Study, conducted by the Federal Highway Administration, and the Theodore Roosevelt Memorial Bridge study, conducted by the District of Columbia Department of Transportation, have suggested viable solutions that are worthy of further consideration and analysis.

The *Framework Plan* supports the current proposal for a pedestrian connection from the Kennedy Center's western terrace down to the waterfront esplanade with stairways and an elevator bank landing on a landscaped plaza along the river. This important connection from the Kennedy Center to the Potomac esplanade would create a new destination where people can sit and enjoy the views of the river.



Concept for stairways connecting the west terrace of the Kennedy Center to the Potomac River.



Proposed street-level improvements of the *Framework Plan*.



The *Framework Plan* proposal for the area between the Kennedy Center and the Lincoln Memorial.

1. Deck the Theodore Roosevelt Bridge approach ramps to develop a new ceremonial boulevard between the Kennedy Center and the Lincoln Memorial.
2. Deck the Potomac Freeway to expand the Kennedy Center cultural facility and create a civic plaza that promotes urban sustainability through low-impact development techniques.
3. Construct a staircase from the Kennedy Center's west terrace down to the waterfront.
4. Restore the historic terminus of Constitution Avenue at the belvedere.
5. Develop a more pedestrian-friendly riverfront promenade.
6. Create a flexible open space for recreation and gatherings.

Connect the Kennedy Center with the White House and President's Park

The Northwest Rectangle should become a destination in its own right through new development and a series of connected parks centered on E Street and Virginia Avenue between the Kennedy Center on the west and the White House on the east.

With E Street serving as the organizing spine, a series of cohesively designed open spaces, combined with the plazas and building yards of the flanking government buildings, will create a well-defined sequence of commemorative parks between the White House and President's Park and the Kennedy Center. The walkable corridor would provide approximately 250,000 square feet of infill development opportunity for the Department of State within its northern building yard on the south side of E Street. This additional federal office space, combined with the almost 1.5 million square feet of mixed-use development potential at the Kennedy Center plaza and the new U.S. Institute of Peace Headquarters, could transform the Northwest Rectangle into a more desirable workplace and a destination for visitors and nearby residents.

The confluence of open spaces that flank Virginia Avenue between 19th and 22nd Streets creates an opportunity for a new cultural destination and

a vibrant public park. This park could include a cultural building, commemorative works dedicated to the arts, and other public amenities that would create a welcome outdoor space for the surrounding neighborhood and George Washington University. Located halfway between the Kennedy Center and the White House grounds, this location provides a prominent setting for a visitor destination midway between the cultural hubs at either end of the precinct and between downtown and the National Mall. This location reinforces both a secondary cross-axis of the L'Enfant Plan and a node on the McMillan "Kite Plan."

An elegant eastern approach to the Kennedy Center should be established for pedestrians and motorists by reclaiming E Street as a continuous at-grade landscaped boulevard stretching for the mile between the Kennedy Center and the White House and President's Park. The new connection would be achieved by decking over the E Street Expressway from the Kennedy Center to Virginia Avenue and over a portion of the expressway ramps between 20th and 21st Streets.

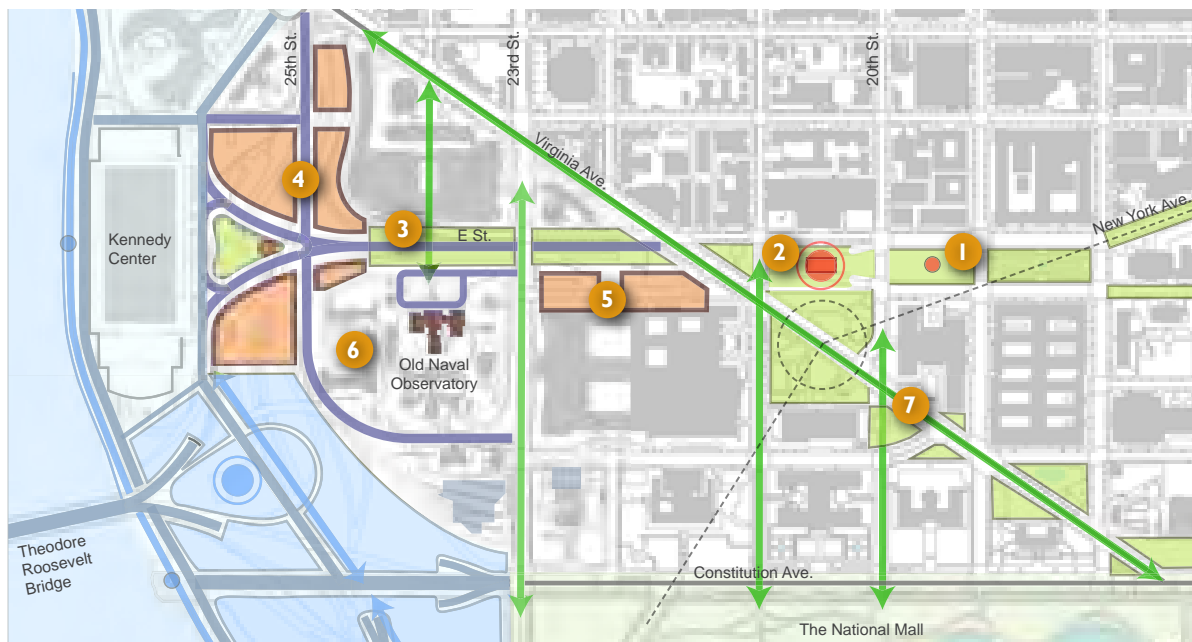
This new system of parks along E Street would also fulfill an important role in managing stormwater, including cisterns, rain gardens, and pervious pavement, and could become a model for new sustainable urban parks. The corridor should also incorporate renewable energy and green site and

building technologies ranging from cultural venues to vending kiosks.

Access to the parks should be provided along a pedestrian-friendly E Street designed to accommodate all modes of travel. The E Street corridor should become a vital east-west public transit link between the Northwest Rectangle and the Federal Triangle.

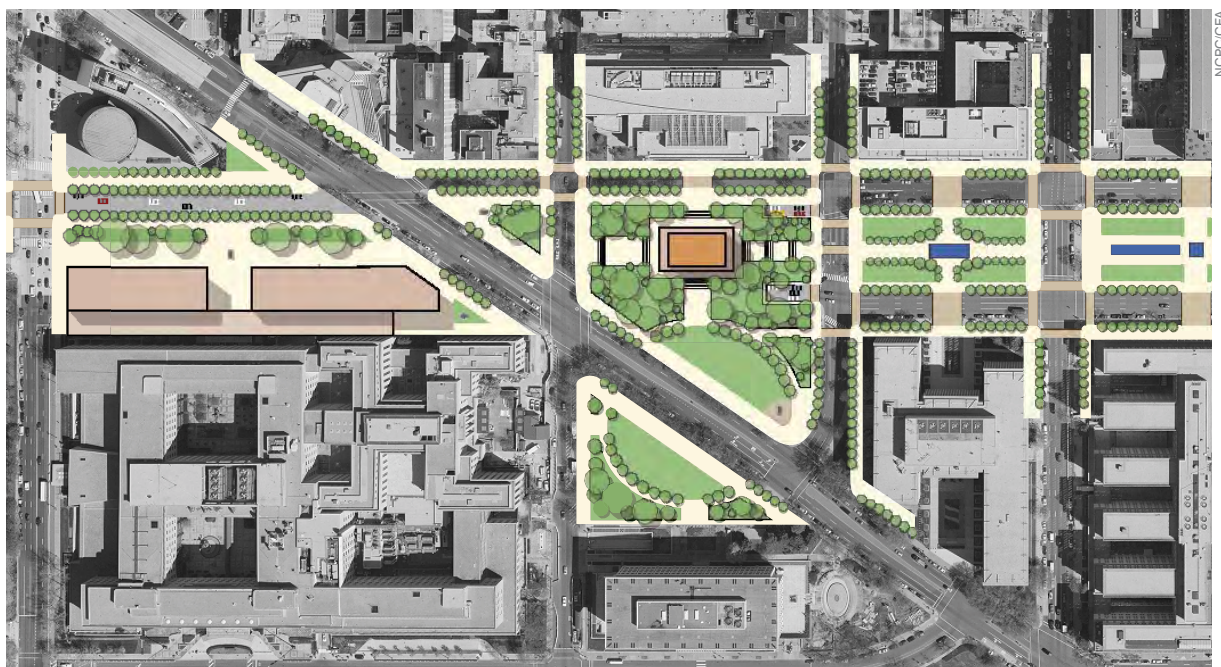
Pedestrian movement between downtown Washington, the Foggy Bottom Metro station, and the National Mall should be improved. This can be achieved along Virginia Avenue and E, 20th, 21st, and 23rd Streets through street and park beautification, public space programming, and improved signage and wayfinding. In addition, pedestrians can be encouraged to move easily between the Northwest Rectangle and the National Mall by improving the linear parks and commemorative areas and building on the artistic, diplomatic, and Latin American themes currently in this area.

The topographic and historic significance of the Old Naval Observatory, which sits atop a prominent hilltop overlooking the National Mall and the river, warrants special programming to allow some public access, such as public event space or walking and biking tours. These actions would further help connect the Northwest Rectangle to the adjacent National Mall and the Potomac River waterfront.



The *Framework Plan* proposal for the E Street corridor.

1. Rehabilitate and improve the E Street linear parks as a cohesive system that includes sustainable solutions to stormwater management and energy conservation.
2. Deck the E Street tunnel portals to create a park with cultural or commemorative uses between 20th and 21st Streets.
3. Deck the E Street Expressway to reestablish E Street west of Virginia Avenue as a beautiful street.
4. Establish 25th Street and develop residences and shops along the street.
5. Develop the State Department's northern building yard as expansion office space, constructed according to the latest green building standards.
6. Program the Old Naval Observatory for public access and feature its historic significance.
7. Make streetscape improvements to Virginia Avenue, 20th, 21st, and 23rd Streets.



Decking over portions of E Street could provide a new cultural or commemorative opportunity near the intersection of E Street and Virginia Avenue.



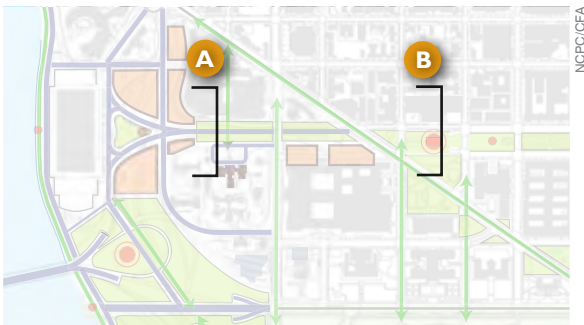
Cross-section of proposed E Street, looking west from 23rd Street toward the Kennedy Center.



Cross-section of proposed E Street, looking west from 20th Street toward a proposed cultural site.



Current view of the Virginia Avenue and 20th Street intersection, looking northwest.



Cross-section key.



A new cultural or commemorative work between E Street and Virginia Avenue could extend the commemorative landscape and help to organize a cohesive park system along the E Street corridor.





EDAW

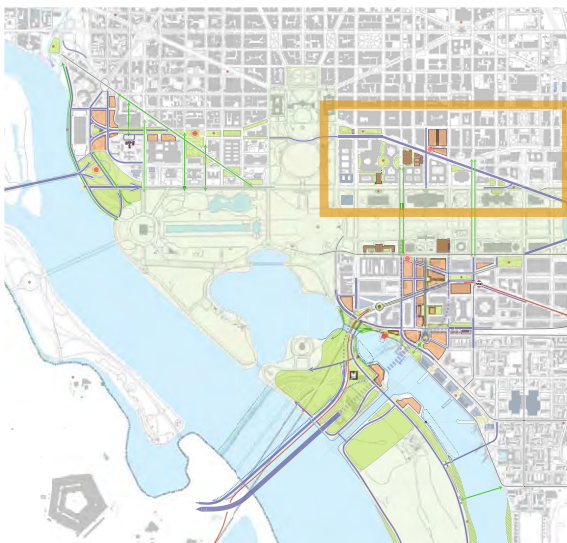
Link Downtown with the National Mall

THE FEDERAL TRIANGLE

Situated between the National Mall and Washington's traditional downtown, Pennsylvania Avenue and the Federal Triangle offer a unique opportunity to integrate diverse aspects of Washington life. By featuring a mix of activities and engaging public spaces, the Federal Triangle can increase its appeal to workers and visitors, and Pennsylvania Avenue can strengthen its role as America's preeminent ceremonial boulevard.

This distinguished precinct should exhibit the purpose of the federal government, America's diverse national heritage, and the best of American art, architecture, landscape architecture, and urban design. It should have attractive and animated city streets and public spaces; welcoming public buildings; flexible and convenient public transit service; sustainable and accessible streets and buildings; and federal, local, and private development.

The *Monumental Core Framework Plan* recommends establishing a new destination midway along Pennsylvania Avenue and improving the public space along the avenue as well as throughout the Federal Triangle to link the National Mall with downtown Washington.



Context

Pennsylvania Avenue provides a symbolic, physical, and visual link between the executive and legislative branches of government. The avenue originally was one of the city's main commercial streets, and by the middle of the 19th century, saloons and brothels operated alongside hotels, banks, and shops, making it one of the liveliest streets in the nation, though somewhat disreputable.

The completion of the Romanesque Post Office Building in 1899 signaled a change of fortune for the neighborhood. Not long afterward, the McMillan Commission recommended that a 70-acre triangle containing 23 city blocks south of Pennsylvania Avenue be consolidated and set aside for government office buildings. In 1926, construction began on the massive Beaux-Arts buildings of the Federal Triangle to house the growing federal workforce. The scale and detail of the buildings' architecture reflect "the dignity, enterprise, vigor, and stability of the Federal government," as noted later by Senator Daniel Patrick Moynihan. The Federal Triangle includes a delightful series of courtyards and intimate spaces that contain an impressive collection of 20th-century sculpture.

Pennsylvania Avenue is a key element and contributing resource to the historic L'Enfant Plan, and the buildings in the Federal Triangle comprise part of the Pennsylvania Avenue National Historic Site. By the 1960s, the area north of Pennsylvania Avenue was in decline, losing much of its retail and private commercial activity. Its condition did not represent the grand symbolic avenue originally intended by L'Enfant. In 1972 the Pennsylvania Avenue Development Corporation (PADC) was formed to rejuvenate the area between 3rd and 15th Streets. The streetscape was improved and mixed-use development was added over the following 25 years.

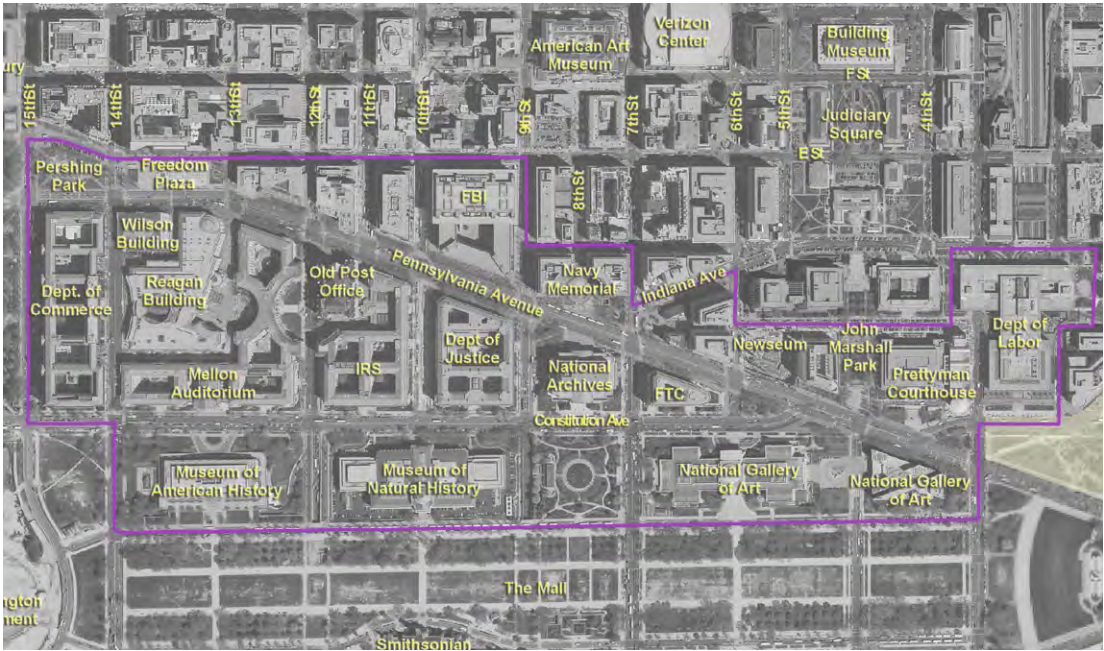
The federal government maintains a dominant presence in the Federal Triangle with more than 16 million square feet of office space, several federal agency headquarters, and more than 33,000 employees. While the unified precinct is grand, ordered, and architecturally successful, the superblocks and predominately single-use office buildings isolate

the National Mall from the downtown north of Pennsylvania Avenue. Outside of office hours the Federal Triangle appears lifeless, with deserted streets between downtown and the National Mall. Even during the day, the Federal Triangle can only be experienced from its edges as opposed to within. The government buildings are mostly closed to the public and east-west passage through the Triangle is restricted. Numerous attractive courtyards, arcades, and interior atriums are cordoned off by security barriers and checkpoints, with many of the spaces used only for parking and loading operations.

Throughout the precinct, poorly landscaped building yards and the absence of a clear wayfinding system create a monotonous public realm and the parks, plazas, and commemorative spaces along Pennsylvania Avenue are showing their age. Additionally, because the Federal Triangle was built over tributaries of Tiber Creek and has a high water table, a large percentage of impervious area, and antiquated and overtaxed city sewers, the area is highly susceptible to flooding.

North of Pennsylvania Avenue, the FBI's security requirements have prevented street-level public uses around the entire block of the J. Edgar Hoover Building between 9th and 10th Streets. The building's fortress-like presence is exacerbated by security installations, the moat that surrounds three sides of the building, the scale of its architectural features, and the absence of street-level activity.

Several recently completed or planned projects will help integrate downtown, the Federal Triangle, and the monumental core. These include the Newseum on Pennsylvania Avenue, the recently renovated National Museum of American History on Constitution Avenue, the proposed National Museum of African American History and Culture on Constitution Avenue between 14th and 15th Streets, and the proposed relocation of the National Aquarium within the Department of Commerce building from 14th Street to Constitution Avenue. Additionally, Congress recently passed legislation to reuse the Old Post Office (OPO) building and adjacent glass pavilion Annex to increase public access and use.



Aerial view of Pennsylvania Avenue and the Federal Triangle.



The Framework Plan proposal for Pennsylvania Avenue and the Federal Triangle.

Key Improvements

A. Establish New Destinations on Pennsylvania Avenue

by concentrating a mix of office, culture, and hotel uses on Pennsylvania Avenue between 9th and 12th Streets, NW.

B. Enhance the Public Realm

by establishing a welcoming, interconnected system of lively and beautiful streets, introducing sustainable public spaces, and improving the pedestrian experience and symbolic importance of Pennsylvania Avenue and the Federal Triangle.

	Vehicular / Pedestrian Circulation Enhancements
	Pedestrian Circulation Enhancement
	Proposed Rail Corridor
	Metro Tunnel
	Vehicular Tunnel
	Open Space / Public Realm Enhancement
	Riparian Edge Enhancement
	Expanded Marina Activities
	Infill Development Opportunity Envelope
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	Development Opportunity Architect of the Capitol
	Plans in Progress
	Memorials and Museums Master Plan Site
	Additional Commemorative Opportunity Site
	New Metro Entrances
	Key Axis in Historic City Plans

Establish New Destinations on Pennsylvania Avenue

North of Pennsylvania Avenue is the Penn Quarter, a vibrant live/work neighborhood and visitor destination. South of Constitution Avenue is the National Mall, the civic heart of the nation's capital and the most popular tourist destination in Washington. In between lie Pennsylvania Avenue, the city's most significant and ceremonial street, and the Federal Triangle, an important and architecturally significant precinct of government buildings and federal headquarters. To better integrate these aspects of the nation's capital, the *Framework Plan* recommends the development of a mixed-use destination on Pennsylvania Avenue between 9th and 12th Streets at the current location of the Old Post Office Building and the J. Edgar Hoover Building.

Redesign of this area will provide the opportunity to incorporate green site and building technologies in new construction and to retrofit existing buildings.

This will advance the federal government's role as a leader in sustainability and enable agencies to meet recently implemented federal green energy standards.

THE OLD POST OFFICE The magnificent Old Post Office building has not fully realized its potential as an anchor destination along Pennsylvania Avenue. Adaptive reuse would honor the Richardsonian Romanesque structure and make better use of its outdoor public space, thereby enlivening the area beyond the workday and contributing to the vitality of the public realm. Studies have indicated that most reuse scenarios would also require coordinated redevelopment of the adjacent annex. While the best use has not yet been determined for this important site, preliminary review indicates that the OPO building and Annex would support a combination of uses, such as a hotel, museum, restaurant, and event space.

If the Annex or its site were to be reused as a cultural institution operating separately from the OPO building, the *Framework Plan* recommends studying

the feasibility of including the adjacent northern wing of the Internal Revenue Service Building in the new site. This would give the new institution a presence on Pennsylvania Avenue and entrances from the 11th Street plaza and the 10th Street arcade. If necessary, the displaced IRS functions could be incorporated into new construction on the annex site and connected to the main wing of the IRS building.

THE J. EDGAR HOOVER BUILDING If, in the long term, the FBI were better able to fulfill its mission in another building elsewhere in the District, redeveloping the J. Edgar Hoover Building site or adaptively reusing the building would contribute significantly to the rejuvenation of Pennsylvania Avenue. This development would strengthen the avenue as an important thoroughfare, increase public activity on adjacent streets, and provide opportunities for commemoration. It could allow development of a well-designed, environmentally-efficient building and help modernize and humanize the federal workplace, increasing the



Reuse of the Old Post Office Building and redevelopment of the J. Edgar Hoover Building site with cultural, hospitality, commercial, and office uses can bring new urban vitality to Pennsylvania Avenue.



Current view of the Old Post Office Building located on Pennsylvania Avenue between the White House and U.S. Capitol.

efficient use of the site and contributing to downtown's economic vitality.

If redeveloped, consideration should be given to configuring the site to reestablish D Street, thereby improving connectivity in the area. Federal office buildings with street-level public uses could fill the block north of D Street. The block south of D Street facing Pennsylvania Avenue could be reserved for a museum with a prominent public plaza on the avenue. The new buildings could be designed to green building standards and contribute to an energy cooperative. A green energy cooperative among federal agencies would allow new buildings designed to generate excess energy to share it with buildings whose historic nature restricts the installation of such technology.

10TH STREET CORRIDOR The 10th Street corridor, which bisects this proposed new hub of activity, is an important connection between downtown and the monumental core. It has the potential

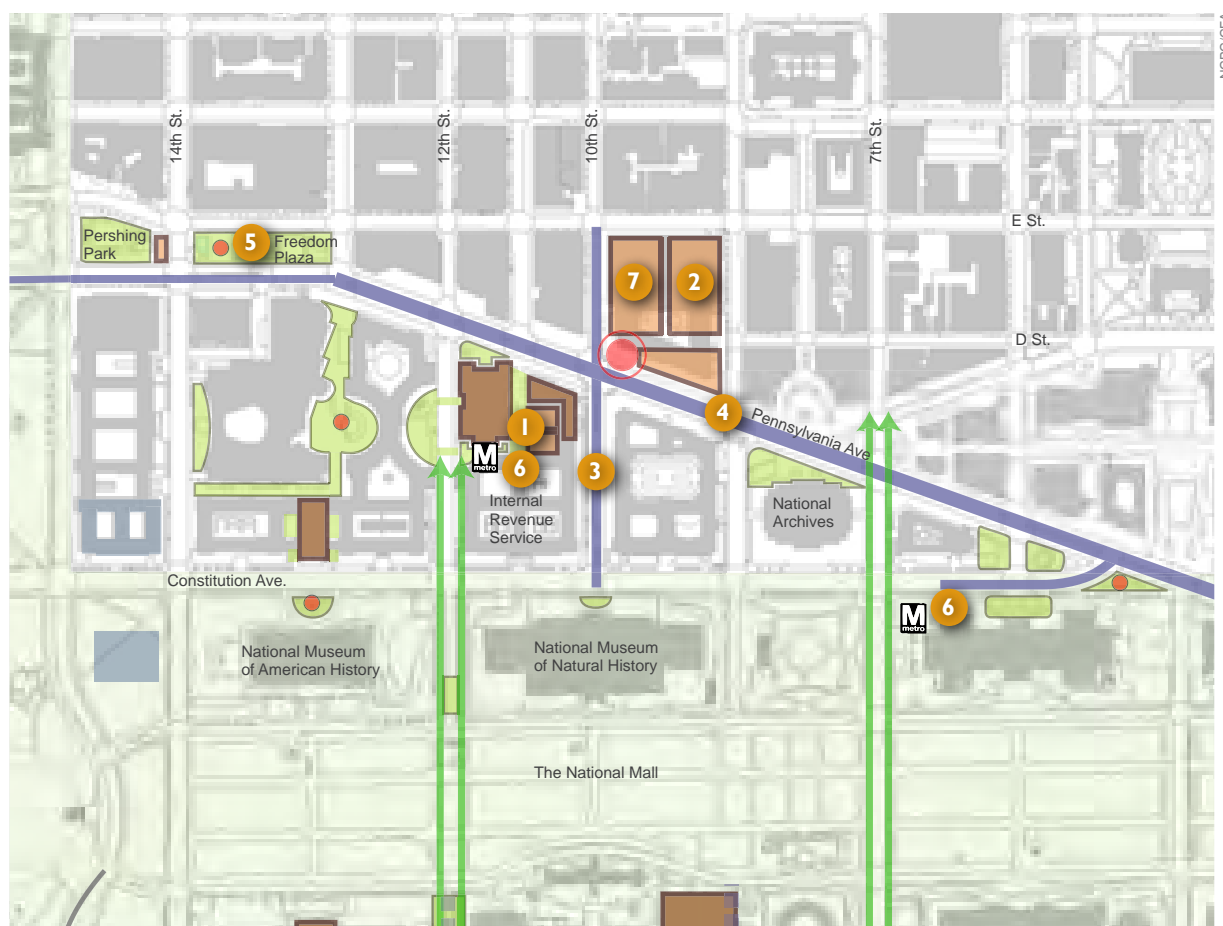
to become a vibrant mixed-use corridor near the Old Convention Center site and a popular tourist destination near Ford's Theatre, as well as a major link to the Smithsonian's National Museum of Natural History. It also functions as a Metrobus hub, serving the local employment base and providing a transfer point to bus routes and to four nearby Metrorail lines.

Enhancing the functional and aesthetic quality of 10th Street between Pennsylvania and Constitution Avenues would support the transformation of the area. Redesign of the area would improve walkability and pedestrian safety, and create an attractive and welcoming forecourt to the National Museum of Natural History. Improvements could also include streetscape redesign, street reconfiguration to allow one-way southbound traffic for buses only, and appropriately placed and designed Metrobus ticketing and information facilities. An additional Metrorail entrance at the Old Post Office plaza could support

easy transit transfers, encourage transit use, and ease traffic congestion.

FREEDOM SQUARE AND PERSHING PARK At the western end of Pennsylvania Avenue, the buildings and parks should be improved to encourage more lively street activity. Freedom Plaza and Pershing Park should be redesigned to become a cohesive space and a primary destination for local and national events. Pershing Park could accommodate more restrooms and visitor services as well as a new indoor/outdoor garden pavilion offering food services. Freedom Plaza could serve as a primary civic square and incorporate amenities such as shade trees, seating, and interactive water features.

As private buildings north of the avenue are rehabilitated, they should be designed to reflect the dignity and prominence of the area they define. They should be programmed to increase the mix of uses, such as ground-floor retail and pedestrian amenities to encourage day and evening street life.



The *Framework Plan* proposal for a new destination on Pennsylvania Avenue.

1. Reuse the Old Post Office Annex and the northern wing of the IRS building for a mix of hospitality and cultural uses.
2. Redevelop or adaptively reuse the J. Edgar Hoover Building site with a mix of federal offices, street-level retail, and cultural uses.
3. Redesign the 10th Street streetscape as a beautiful and welcoming forecourt to the National Museum of Natural History and a transit commuting center.
4. Improve Pennsylvania Avenue to increase street life, culture, commerce, and the beauty and quality of the public realm.
5. Improve pedestrian comfort and visitor services at Pershing Park and at Freedom Plaza and strengthen the plaza's role as a premier civic space for the city of Washington.
6. Improve pedestrian access by adding two entrances to existing Metrorail stations.
7. Construct new buildings to the highest green building standards and develop a green energy cooperative to harvest renewable energy for use in historic buildings within the Federal Triangle.

Enhance the Public Realm

Each branch of government is represented along Pennsylvania Avenue, and many executive agencies are located in the adjoining Federal Triangle. As the country's most important symbolic and ceremonial avenue and the center of the nation's governance, this area should reflect the beauty of the nation's capital and exemplify stability, vitality, accessibility, and stewardship. With its handsome buildings and marvelous civic art, the public realm along Pennsylvania Avenue and throughout the Federal Triangle has enormous potential as one of Washington's premier destinations.

SUSTAINABLE STREETScape Pennsylvania Avenue is a monumental avenue of great symbolic importance and a venue for nationally significant civic and ceremonial activities. However, as envisioned by the Pennsylvania Avenue Development Corporation, it should also regain some of its liveliness with the inclusion of commerce and culture alongside its government functions. It is also time to renew Pennsylvania Avenue's streetscape, parks, and plazas and find ways to minimize the impact of perimeter security on the public realm.

A comprehensive solution is needed to encourage people to use Pennsylvania Avenue's public spaces

and to ensure aesthetic continuity and adequate pedestrian safety on the grand boulevard. The wide sidewalks, abundant outdoor spaces, and entry plazas should be enhanced with fountains, seating, improved landscaping, seasonal flowers, commemorative works, and public art. Sidewalk cafes, tasteful vending kiosks, seasonal activities, and community events could enliven nearby buildings and the avenue, contributing to a more memorable Washington experience. The entries of the buildings fronting the avenue, the forecourts to significant buildings, and the triangular spaces along the street should be improved. Appropriate lighting could accentuate the area's art and architecture and significantly enhance the nighttime experience along the avenue.

In addition to minimizing the presence of perimeter security, redesign of the avenue should include green infrastructure and low-impact, sustainable design and maintenance practices to decrease the amount of impervious surface and allow for infiltration or harvesting of rainwater. The federal government and the city should take leadership roles to connect people to natural systems and a more pleasant pedestrian environment, and to capture, treat, and reuse stormwater. Synergies between these goals should be explored; for example, perimeter

security, stormwater management, and pedestrian comfort all could be addressed with the construction of public realm bioswales, which would soften the urban streetscape and reduce stormwater runoff while establishing a security barrier. The ample building yards along Constitution Avenue could also support such an approach.

PUBLIC SPACES The intersections on 6th, 7th, and 12th Streets at Pennsylvania and Constitution Avenues should be redesigned to provide a safer and more pleasant pedestrian environment and to encourage walking. Other streetscape improvements could include additional street trees, better lighting, and useful, well-designed street furniture. In addition, the building plazas where north-south views terminate at major public buildings should be improved to be more welcoming, such as 6th Street at the National Gallery of Art, 8th Street at the National Archives, and 10th Street at the National Museum of Natural History. Other important locations that warrant improvement include Benjamin Franklin Circle on 12th Street, the proposed National Aquarium entrance on Constitution Avenue, and the Andrew Mellon fountain plaza on Constitution Avenue.

One of the most important ways to improve public space and support the national cultural institutions in



COURTESY OF MICHELLE O'BRIEN

Pennsylvania Avenue is the Capital's premier ceremonial boulevard.



EDAW

Current view of Freedom Plaza, looking southeast toward the U.S. Capitol.



NCP/CFA, ILLUSTRATION BY EDRAW

Enhancing Freedom Plaza to provide urban amenities and improve pedestrian comfort will establish a beautiful and welcoming civic space on the avenue.

this area is to increase public access to and through the Federal Triangle. North-south connections through the Triangle should be enhanced and east-west connections should be reestablished. This can be accomplished by beautifying and programming the public space in a way that creates attractive and enjoyable outdoor spaces for workers and visitors to interact, relax, learn, and play. Preferably full, or at least limited, access should be provided through as many courtyards as possible. Rotating outdoor exhibits and public art displays could draw visitors into the plazas and courtyards, bringing life to these public spaces and improving pedestrian circulation.

Near the western end of the Federal Triangle, the Woodrow Wilson Plaza should be reanimated by adding a fountain and increasing seasonal activities beyond the existing summer afternoon concerts. The enormous basement food court of the Ronald Reagan Building and International Trade Center could be brought to the plaza level with well-designed kiosks and seating. Similarly, visitor services and entertainment venues, now located behind security checkpoints, should also be given a presence on the plaza to encourage street-level public activity. Extending visitor hours at the surrounding National Mall museums and

organizing more public events in the evening would also increase public visitation in the immediate area.

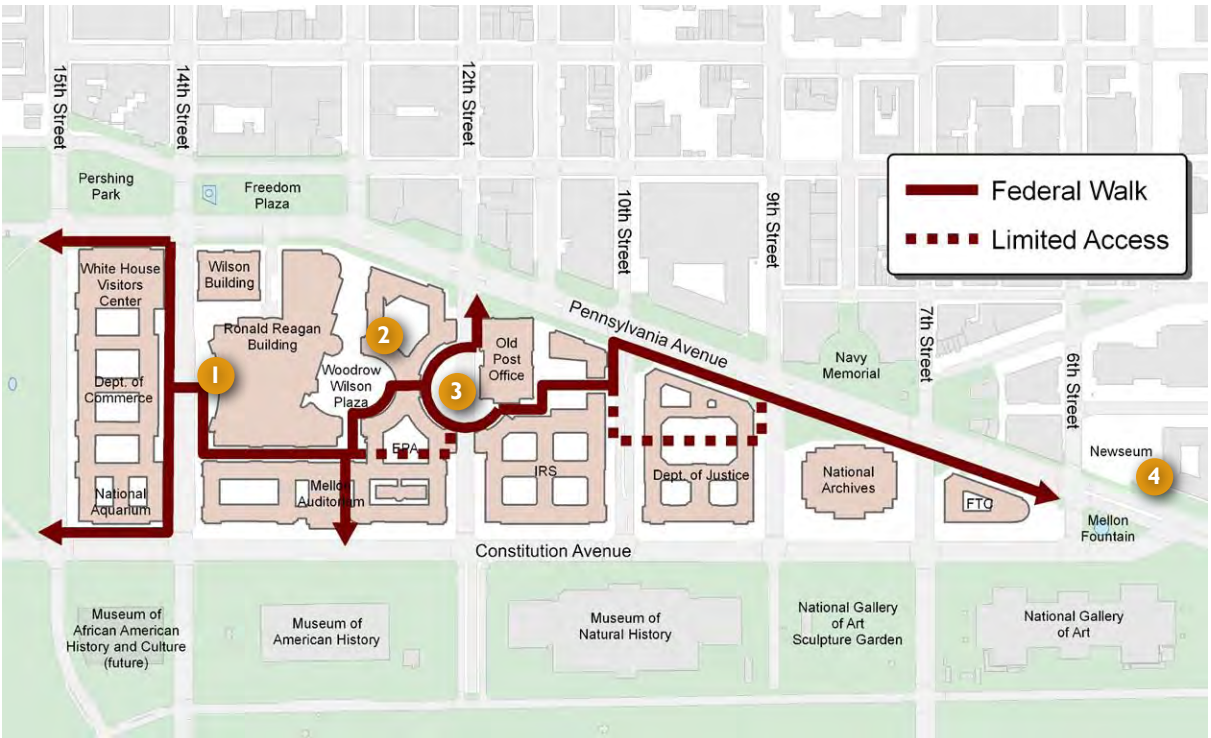
FEDERAL TRIANGLE HERITAGE TRAIL The array of public art and architecture throughout the Federal Triangle could collectively be considered a museum of many parts, comparable to the institutions on the National Mall. Another way to improve the accessibility of the Federal Triangle is to weave together its parks, public spaces, and civic art with a flexible and easy-to-use trail. Self-guided or docent-guided tours, supported by state-of-the-art technologies, could offer a range of short and long walks along the avenues and through some courtyards. Where appropriate, agencies could use the courtyards to feature their missions. The interpretive trail could focus on a range of themes in American culture and history and bring them to life through sight and sound. The whole program could be supported by a prominent visitor center containing a bookstore, restrooms, exhibit space, and an information distribution point. The Federal Triangle Heritage Trail would enrich the visitor experience, provide a spontaneous learning opportunity for passersby, be a source of pride for workers, and help establish the Triangle as a destination unto itself.



Improving circulation through the Federal Triangle will increase the visibility of its many civic sculptures.



Gardens beyond the passageways should be enjoyable places for workers and visitors.



Conceptual route for the Federal Triangle Heritage Trail, a proposed cultural and civic walk to celebrate federal assets and improve the pedestrian experience between downtown and the National Mall.

1. Establish a heritage trail to showcase agency missions, history, architecture, and art in the Federal Triangle.
2. Animate and increase visitor and worker services for year-round use of Woodrow Wilson Plaza.
3. Improve links between Benjamin Franklin Circle and the Old Post Office plaza.
4. Improve pedestrian sightlines and circulation at the intersections of 6th Street with Pennsylvania and Constitution Avenues.



Action Agenda

The time to act is now. As the nation's capital, Washington is the urban center of one of America's largest and most prosperous metropolitan regions and a thriving city comprised of diverse neighborhoods, renowned institutions, and a downtown that has solidified Washington's position as an international city. Millions of people visit Washington each year to learn about American history and culture, to express their views, to conduct business, or to meet with their congressional representatives. Projected population and business growth necessitates taking action, particularly in a transformational era when land and resources must be used most effectively. The *Framework Plan* contains strategies to help guide and coordinate complex land use, transportation, and public space needs among federal and local interests to achieve a unified vision and contribute to a more livable and sustainable capital city.

The Action Agenda identifies a range of organizational and funding tools along with executive and legislative policies that will help establish an implementation structure. It proposes a series of next steps and recommends priorities. The Action Agenda will help to coordinate the various components of the *Framework Plan* so that the individual projects contribute to a greater whole.

It is important to begin planning for site-specific development so that a unified vision can ultimately be realized in a productive and cost-efficient manner. Some initiatives are relatively inexpensive and can be achieved easily in a few years, while

other initiatives are more complex and will require detailed planning, significant funding, and time for construction.

While the more ambitious goals may not be within the scope of a single federal or local agency's mission, the plan's recommendations should be considered by all agencies and used to help guide future decisions, particularly those related to infrastructure improvements and overall space and facility needs. Some of the complex initiatives would only be considered when the useful life of a facility is close to its end, although they may warrant detailed feasibility studies to begin sooner. The individual projects can be pursued as funding becomes available either through public-private partnerships or special congressional appropriations, particularly for those recommendations that have far-reaching public benefits.

While a range of factors may accelerate one project ahead of another, the Action Agenda recommends ways to coordinate, prioritize, and program future detailed planning studies for site-specific projects. Several of these projects warrant priority status because they will achieve multiple objectives and will be transformational. Some of these priority projects are interrelated and require close coordination to ensure that local and federal interests are addressed; other priorities are complex projects that will require a detailed feasibility study to evaluate impacts, costs, and benefits for a range of development scenarios.

The *Framework Plan's* key action priorities include:

- Southwest Transportation Infrastructure Study
- 10th Street, SW Redevelopment Feasibility Study
- Maryland Avenue, SW Redevelopment Report
- Monumental Core Street-Level Use Report
- Potomac Park Shoreline Restoration and Canal Study
- Potomac Park Access Plan
- The Federal Triangle Heritage Trail Plan
- Old Post Office Reuse Study
- J. Edgar Hoover Building Site Feasibility Study

To achieve great results, two things are needed: a plan and not quite enough time.

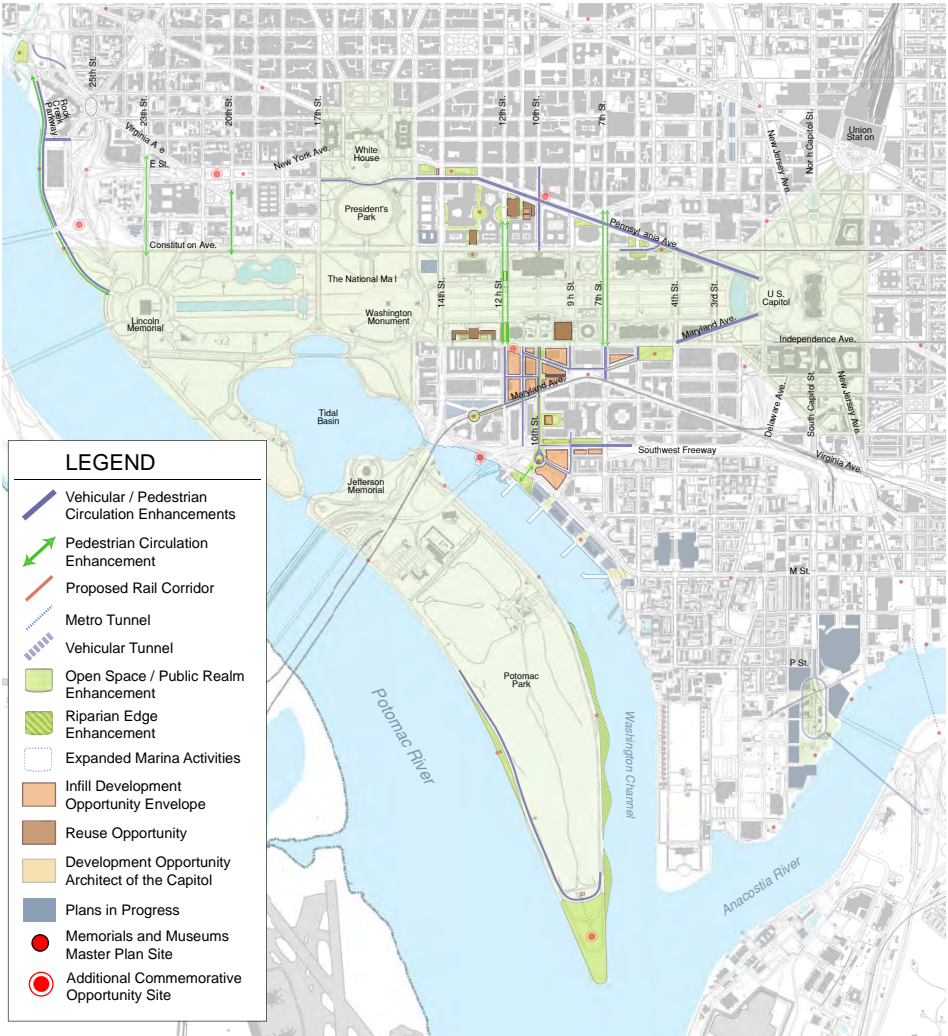
- Leonard Bernstein

The *Framework Plan* strategies and actions vary in scope, ranging from extending museum visitor hours and implementing streetscape improvements, to realigning rail lines and tunneling highways. Collectively, these strategies will affect how people experience the city; contribute to its economic, social, and environmental well-being; and elevate its stature as a great capital city symbolic of our democracy.

There are specific actions that can be taken in each of the precincts to further the goals of the *Framework Plan*. Since many of these actions are interrelated, it will be important to understand and coordinate their sequencing and timing. Initial studies will require various degrees of planning, programming, and design, and projects must comply with the National Historic Preservation Act, the National Environmental Policy Act, the Height of Buildings Act of 1910, and other federal laws as applicable.

The *Framework Plan* can serve as a tool to coordinate near-, mid-, and long-term initiatives over the next five to thirty years or more. The sequencing diagrams illustrate how various components of the plan contribute to the whole and how all of the identified projects can be built over time. Easier, less complex, and lower-cost projects can move forward in a way that will support, not impede, the more complex and expensive infrastructure projects to come at a later date—thereby enabling the overall vision to be realized. The more complex capital improvement projects that involve reconfiguring bridges, highways, rail lines, and buildings are most likely to occur when the useful life of the infrastructure comes to an end, or when the projects are contingent upon other major initiatives occurring in advance or concurrently. Under either scenario, these complex projects will likely be accomplished in the mid- to long-term.

While numerous influences will create opportunities to accelerate one project in front of another, the *Framework Plan* provides a flexible structure to coordinate, prioritize, and program future actions and projects.



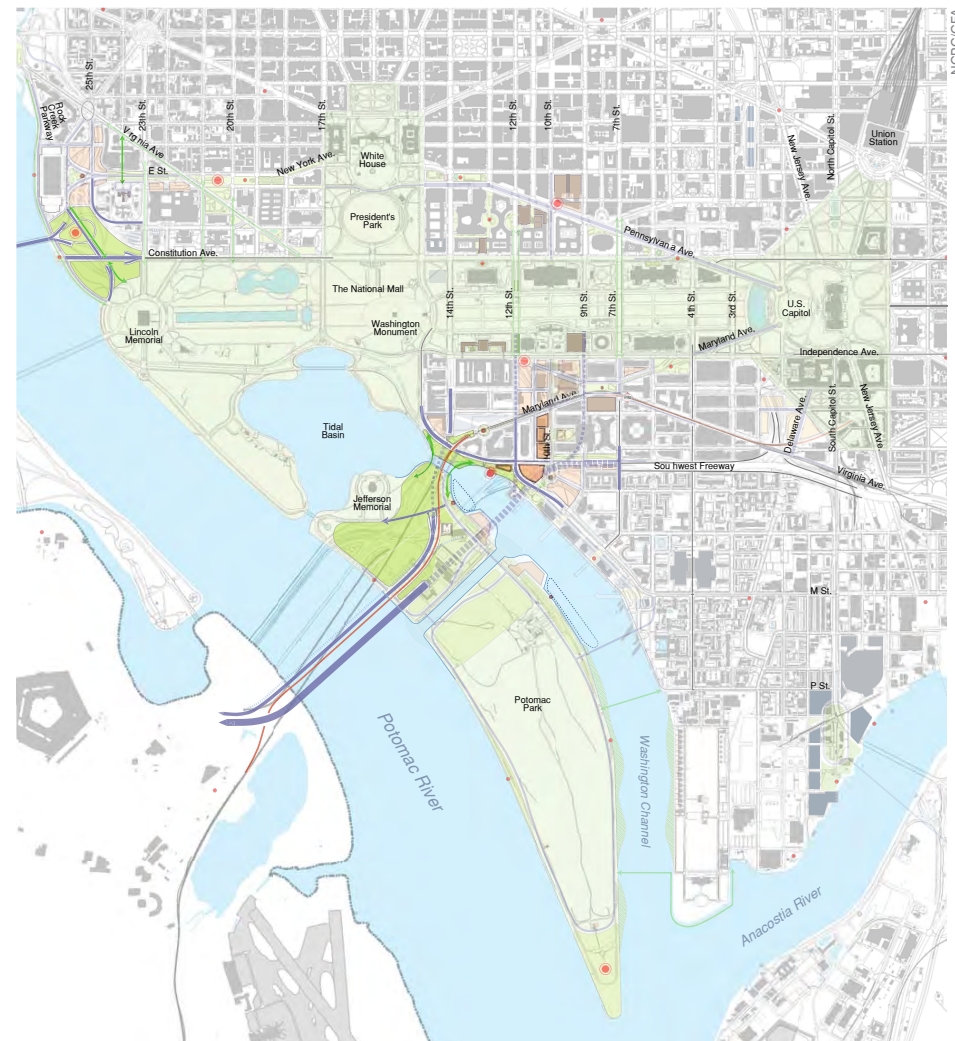
Near-Term

- Southwest Rectangle**
 - 10th Street Corridor and Overlook Redevelopment
 - Forrestal Complex Redesign
 - Cotton Annex Complex Redevelopment
 - Maryland Avenue Reclamation and Infill Development
 - Whitten Building Cultural Development
 - Arts and Industries Building Reuse
- Potomac Park**
 - Potomac Park Shoreline Repair and Riverwalk Enhancement
 - Potomac Park Pedestrian Connections
- Northwest Rectangle**
 - Northwest Riverfront Promenade
 - Virginia Avenue Parks and Streetscape Enhancements
- Federal Triangle**
 - Freedom Plaza, Pershing Park, and Woodrow Wilson Plaza Improvements
 - Pennsylvania Avenue Streetscape Enhancement
 - Federal Triangle Heritage Trail
 - Old Post Office Building Reuse
 - Additional Metrorail Entrances at Federal Triangle and Archives-Navy Memorial-Penn Quarter Stations
 - 10th Street, NW Streetscape Redesign
- All Precincts**
 - Streetscape and Public Space Enhancements



Mid-Term

- Southwest Rectangle**
 - Reservation 113 Restoration
 - Liberty Loan Building Cultural Reuse or Redevelopment
 - General Services Administration Redevelopment
- Potomac Park**
 - Potomac Canal, Potomac Harbor Development, and Washington Channel Crossings
 - Potomac Park Metro Station and Crossing
 - Recreation and Golf Course Redesign and Enhancement
- Northwest Rectangle**
 - Kennedy Center Expansion
 - State Department Expansion
 - Old Naval Observatory Public Programming and Enhancement
 - E Street, NW Improvements Between 17th Street and the Kennedy Center
- Federal Triangle**
 - J. Edgar Hoover Building Site Redevelopment
 - Constitution Avenue Streetscape Redesign



Long-Term

- Southwest Rectangle**
 - U.S. Postal Service Headquarters Development
 - U.S. Capitol Complex Development
 - Public Space and Access Improvements to 11th, 12th, and F Streets, SW
- Potomac Park**
 - Potomac River Bridge and Roadway Crossings
 - Passenger Rail Crossing
 - Jefferson Memorial Festival Grounds
- Northwest Rectangle**
 - Theodore Roosevelt Bridge Approach Ramps and Lincoln Memorial and Kennedy Connections
 - Constitution Avenue Belvedere Restoration and Enhancement

Key Improvements *(Pages 35-45)*

- Redefine 10th Street as an inviting, lively, mixed-use corridor that connects the National Mall to the waterfront, exemplifying state-of-the-art sustainable development practices.
- Restore Maryland Avenue as a grand urban boulevard that links the U.S. Capitol to the Jefferson Memorial while enhancing mobility and environmental quality.
- Repair the urban fabric by restoring the street grid, decking over highways, and redeveloping superblocks to improve the public realm, integrate open space, increase development density, and improve the mix of uses.

Next Steps

10TH STREET REDEVELOPMENT FEASIBILITY STUDY
This initiative includes preparing a feasibility study and environmental assessment to address the complex interrelated issues associated with redeveloping the 10th Street Overlook and corridor, and surrounding environs. This study will include:

(1) Preparing concept design alternatives for the development of the 10th Street Overlook. A range of development alternatives, a cost-benefit analysis,

a feasibility assessment for developing above the freeway, and urban design guidelines to coordinate with adjacent development of the Southwest Waterfront and the L'Enfant Promenade will be included in this study.

(2) Studying the feasibility of a range of redevelopment alternatives for the Forrestal Complex and environs (20 acres between Independence and Maryland Avenues and 9th and 12th Streets, SW). This component of the study will include identifying potential uses, costs, and benefits associated with: (a) developing the air-rights and unused portions of the site; (b) redeveloping the site to accommodate the Department of Energy's needs while adding publicly accessible ground-floor uses and a museum site; and (c) relocating the Department of Energy to a prominent location in the monumental core, while reprogramming the site for cultural, federal office, and commercial uses.

(3) Preparing a redevelopment feasibility study for the U.S. Postal Service Headquarters site. This study should address costs and benefits for a range of uses for the site, including infill development that provides for publicly accessible ground-floor uses or redevelopment of the site to accommodate federal office spaces and commercial uses as well as the U.S. Postal Service.

The 10th Street Redevelopment Feasibility Study will be led by a task force comprised of major public agency stakeholders. This will include the relevant land-owning

agencies, public tenants of buildings in this corridor, and other federal and D.C. agencies. This effort will be conducted in accordance with the National Environmental Policy Act and Section 106 of the National Historic Preservation Act, as applicable.

MARYLAND AVENUE REDEVELOPMENT REPORT
This study will document the corridor's development potential and include an analysis of the costs and benefits of reclaiming and redeveloping Maryland Avenue and the historic L'Enfant Reservation 113 between 7th and 9th Streets.

LIBERTY LOAN AND WHITTEN BUILDING REUSE STUDIES
These comprehensive studies will assess the options for reuse of the Liberty Loan Building and the Whitten Building, including alternatives for accommodating federal workers in the monumental core and the costs and benefits of each alternative.

SOUTHWEST TRANSPORTATION INFRASTRUCTURE STUDY The study will determine how the decking of infrastructure, re-creation of Maryland Avenue, and connections to new 11th, and 12th Streets can be efficiently integrated into the southwest road network and improve access to the precinct. This study will assess options to reconnect the street grid in the Southwest area, including accommodating multiple modes of transportation, developing infill parcels, and improving the public realm.



Illustration of Potomac Harbor from the 10th Street Overlook.

Next Steps		Timeframe		
		NEAR	MID	LONG
10th Street Redevelopment Feasibility Study	Forrestal Complex Redesign	●		
	10th Street Cultural Corridor and Overlook Redevelopment	●		
	Cotton Annex Complex Redevelopment	●		
	U.S. Postal Service Headquarters Redevelopment			●
Maryland Avenue Redevelopment Report	Maryland Avenue Reclamation	●		
	Maryland Avenue Infill Development	●		
	Reservation 113 Restoration		●	
	General Services Administration Redevelopment		●	
Liberty Loan Building and Whitten Building Reuse Studies	Whitten Building Cultural Development	●		
	Arts and Industries Building Reuse	●		
	Liberty Loan Cultural Reuse or Redevelopment		●	
Southwest Transportation Infrastructure Study	Public Space and Access Improvements to the 10th Street Corridor and to Maryland Ave. at 11th and 12th			●

Key Improvements (Pages 47-57)

- Develop Potomac Harbor along both sides of Washington Channel with active uses, visitor support services, an expanded marina, and a wider land bridge.
- Connect Potomac Park to the city by providing multiple linkages that improve access for visitors arriving by foot, bicycle, boat, car, Metro, and water taxi.
- Reprogram Potomac Park for sustainable recreation by offering a range of activities and naturalized areas connected to a continuous waterfront trail.
- Create a festival grounds at the Jefferson Memorial to relieve pressure on the National Mall and allow for a diversity of uses.

Next Steps

POTOMAC PARK ACCESS PLAN This plan will address the feasibility, environmental impacts, and costs and benefits of improving near-term pedestrian access between the mainland and Potomac Park, including: along the northern neck of the Washington Channel; via vehicular and pedestrian

bridges across the Washington Channel at M and P Streets and near Hains Point; and along the waterfront from Georgetown.

POTOMAC PARK SHORELINE RESTORATION AND CANAL STUDY This study will address the impacts of potential sea-level changes on Potomac Park and the engineering feasibility, environmental impacts, and costs and benefits associated with reconstructing the Potomac Park shoreline and constructing a canal across Potomac Park.

POTOMAC PARK MASTER PLAN This initiative includes developing and evaluating alternatives and preparing a comprehensive master plan for Potomac Park. It will assess, at a minimum: (1) park uses; (2) long-term redesign and rehabilitation of the golf course; (3) programming and development of indoor and outdoor recreational and cultural venues, new offices for the National Park Service’s National Mall and Memorial Parks headquarters, and visitor amenities and services; (4) park operations, maintenance, and management; (5) relocation of the National Park Service regional headquarters; and (6) development of new, flexible, multipurpose open space for recreation, festivals, and other public gatherings.

POTOMAC RIVER CROSSING TRANSPORTATION STUDY This study will assess traffic and engineering alternatives and costs and benefits to improve transportation and pedestrian mobility and to create new development and public gathering spaces by relocating and replacing the 14th Street Bridge complex (including the Metrorail and Long Bridge crossings) and constructing a new Metro station at Potomac Park.

Next Steps		Timeframe		
		NEAR	MID	LONG
Potomac Park Access Plan	Potomac Park Pedestrian Connections		●	
	Washington Channel Crossings		●	
Potomac Park Shoreline Restoration and Canal Study	Potomac Park Shoreline Repair and Riverwalk Enhancement	●		
Potomac Park Master Plan	Potomac Canal		●	
	Potomac Harbor Development		●	
	Recreation and Golf Course Redesign and Enhancement		●	
	Jefferson Memorial Festival Grounds			●
Potomac River Crossing Transportation Study	Potomac Park Metro Station and Crossing		●	
	Passenger Rail Crossing			●
	Potomac Bridge and Roadway Crossings			●



Illustration of the Potomac Park waterfront.

NCPC/CFA ILLUSTRATION BY EDAA

Key Improvements (Pages 59-65)

- Link the Kennedy Center Complex with the Lincoln Memorial by establishing a ceremonial boulevard and enhanced waterfront esplanade that will extend the powerful, symbolic qualities of the National Mall.
- Connect the Kennedy Center with the White House and President’s Park by establishing the E Street corridor as a commemorative linear park with places for cultural enrichment and leisure activities, and by extending the street grid and placing infill development over the Potomac Freeway.

Next Steps

E STREET CORRIDOR MASTER PLAN This initiative entails preparing alternatives, a preferred concept improvement plan, and a cost estimate for E Street and the parks between 17th Street and the Kennedy Center. This area includes Rawlins Park, Whitman Park, and a new cultural site at the intersection of Virginia Avenue and 20th and 21st Streets.

Guidelines should be prepared to reflect the design principles for the preferred alternative. This will also include looking comprehensively at bicycle and pedestrian circulation throughout the corridor.

KENNEDY CENTER ACCESS IMPROVEMENT AND RELATED PROJECTS This project entails reinitiating work on the second phase of the Kennedy Center Access Improvement Project Environmental Assessment. The purpose of this study is to assess the highway operations, modifications, and environmental impacts associated with decking the Potomac Freeway, the E Street Expressway, and the Theodore Roosevelt Bridge ramps to accommodate the Kennedy Center expansion and a ceremonial connection between the Lincoln Memorial and Kennedy Center. The study should also assess new infill development, a waterfront park, and the reestablishment of at-grade streets.

RIVER ESPLANADE AND BICYCLE TRAIL ENHANCEMENT PLAN This planning and design effort will create an accessible and integrated waterfront near the Kennedy Center and will include a traffic study to evaluate the impacts and feasibility of redirecting

traffic from Rock Creek Parkway to the Potomac Freeway to reduce congestion along the waterfront route. It would support improvements to the Potomac Riverwalk and bicycle path between Georgetown and the Lincoln Memorial.

OLD NAVAL OBSERVATORY PUBLIC SPACE FEASIBILITY STUDY This study entails analyzing the feasibility of incorporating public meeting and event space and interpretive exhibits for visitors at the Old Naval Observatory located at the Potomac Annex.

DEPARTMENT OF STATE EXPANSION STUDY This study will evaluate the potential impacts and benefits of providing expansion space for the Department of State.

VIRGINIA AVENUE CORRIDOR MASTER PLAN This initiative entails preparing design alternatives, a preferred concept improvement plan, and a cost estimate for Virginia Avenue parks and streetscape, including bicycle and pedestrian circulation.



Illustration of ceremonial boulevard connecting the Kennedy Center and the Lincoln Memorial.

Next Steps		Timeframe		
		NEAR	MID	LONG
E Street Corridor Master Plan	E Street Improvements between 17th Street, NW and the Kennedy Center		●	
Kennedy Center Access Improvement and Related Projects	Kennedy Center Expansion		●	
	Theodore Roosevelt Bridge Approach Ramps and Lincoln Memorial/Kennedy Center Connection			●
	Constitution Avenue Belvedere Restoration and Enhancement			●
River Esplanade and Bicycle Trail Enhancement Plan	Northwest Riverfront Promenade	●		
Old Naval Observatory Public Space Feasibility Study	Old Naval Observatory Public Programming and Enhancement		●	
Department of State Expansion Study	Department of State Expansion		●	
Virginia Avenue Corridor Master Plan	Virginia Avenue Parks and Streetscape Enhancement	●		

Key Improvements *(Pages 67-73)*

- Establish a new destination on Pennsylvania Avenue by concentrating a mix of office, cultural, and hotel uses between 9th and 12th Streets, NW.
- Enhance the public realm by establishing a welcoming, interconnected system of lively and beautiful streets, introducing sustainable public spaces, and improving the pedestrian experience and symbolic importance of Pennsylvania Avenue and the Federal Triangle.

Next Steps

OLD POST OFFICE SITE REUSE STUDY This initiative should build on previous studies to determine the appropriate program for the Old Post Office and Annex in accordance with Public Law 110-359, including whether and how to accommodate the building’s existing uses off-site such as offices, food service, and retail, including bicycle rentals.

FEDERAL TRIANGLE HERITAGE TRAIL This initiative includes preparing a heritage trail that showcases the history, art, and architecture of the Federal Triangle and Pennsylvania Avenue, including a narrative about American governance.

J. EDGAR HOOVER BUILDING SITE FEASIBILITY STUDY This redevelopment feasibility study for the 900 block of Pennsylvania Avenue will assess the cost and benefits of redeveloping or reusing the site for a range of alternative uses. For example, the J. Edgar Hoover Building site could be reprogrammed to accommodate the FBI with publicly accessible ground floor uses and a museum. Another alternative could be to relocate the FBI and redevelop the site with new cultural, federal office, and commercial uses.

CONSTITUTION AVENUE PUBLIC SPACE PLAN This improvement plan will focus on enhancing the public space along Constitution Avenue and will address water management, building security, landscaping, and the quality of the public realm.

PENNSYLVANIA AVENUE PUBLIC SPACE IMPROVEMENT AND MANAGEMENT PLAN This study will include a

concept design plan and cost estimate to enhance and enliven Pennsylvania Avenue from 1st to 15th Streets, NW. The plan will focus on accommodating existing and new civic activities, beautifying public spaces, and improving lighting and pedestrian safety to create an attractive and unified urban park. This park would offer amenities for visitors, residents, and workers, and would address security needs for the federal properties located along the avenue.

10TH STREET, NW ROADWAY AND STREETScape IMPROVEMENT STUDIES This study will identify how to enhance the transportation operations and pedestrian quality of the 10th Street corridor from Constitution Avenue to H Street and to improve connections between downtown and the National Mall.

FEDERAL TRIANGLE AND ARCHIVES-NAVY MEMORIAL-PENN QUARTER METRORAIL STATIONS ACCESS STUDY This study includes preparing a Metro entrance assessment to evaluate the demand, engineering feasibility, and cost of constructing additional entrances at the Federal Triangle station and at the Archives-Navy Memorial-Penn Quarter station.

Next Steps		Timeframe		
		NEAR	MID	LONG
Old Post Office Site Reuse Study	Old Post Office Building Reuse	●		
Federal Triangle Heritage Trail	Federal Triangle Heritage Trail	●		
J. Edgar Hoover Building Site Feasibility Study	J. Edgar Hoover Building Site Redevelopment		●	
Constitution Avenue Public Space Plan	Constitution Avenue Streetscape Redesign		●	
Pennsylvania Avenue Public Space Improvement and Management Plan	Pennsylvania Avenue Streetscape Enhancement	●		
	Freedom Plaza, Pershing Park, Woodrow Wilson Plaza Improvements	●		
10th Street, NW Roadway and Streetscape Improvement Studies	10th Street, NW Streetscape Redesign	●		
Federal Triangle and Archives-Navy Memorial-Penn Quarter Metrorail Stations Access Study	New Entrances to Federal Triangle and Archives-Navy Memorial-Penn Quarter Metrorail Stations	●		



Illustration of an enlivened Freedom Plaza.

Proposed Actions

IMPLEMENTATION ALTERNATIVES REPORT This report will document and evaluate a range of organizational approaches and tools to implement initiatives included in the *Framework Plan*. The evaluation should identify the issues, opportunities, and constraints associated with each alternative.

MONUMENTAL CORE STREET-LEVEL USE REPORT

This report will address how to integrate active uses into federal buildings. It will include policy and guidelines for locating publicly accessible ground-floor uses in secure federal office buildings, covering a range of issues from appropriate uses and public access guidelines to construction methods.

MEMORIALS AND MUSEUMS MASTER PLAN

Update the *Memorials and Museums Master Plan* to reflect current conditions and *Framework Plan* recommendations.

COMMEMORATIVE WORKS POLICIES AND PROCESS EVALUATION This initiative and report will:

(1) evaluate the current commemorative works policies and review process; (2) evaluate how the subject matter, funding, public participation, and approvals are coordinated among all stakeholders; and (3) identify potential improvements to achieve a narrative within the commemorative landscape.

MONUMENTAL CORE COMPOSITE PLAN

Prepare a summary document to illustrate how key recommendations in relevant plans, such as the *Framework Plan* and the *National Mall Plan* work together to address the sustainability and

livability of the monumental core for visitors, residents, and workers.

FEDERAL LANDS INVENTORY

This study will evaluate federal lands within the District of Columbia to identify opportunities for future federal office development. The study should address Comprehensive Plan policies, agency requirements, and location preferences, such as use programming, transit access, security, and operations.

FEDERAL SUSTAINABILITY PLAN

This plan will develop a long-term vision and strategy for the sustainable growth of the national capital. This plan is meant to complement the sustainability plan that is currently under development by the District of Columbia. This plan is not meant to supplant other federal and District planning efforts but to focus on principles, goals, and policies that will ensure the economic growth, environmental health, and social vitality of the National Capital Region in years to come.

DC TRANSIT ALTERNATIVES ANALYSIS

This collaborative study, prepared with the District Department of Transportation and other stakeholders, will analyze alternative corridors for potential streetcar, rapid bus transit, and express bus service. Transit and technology choices will be evaluated for their support for urban design, service, and development objectives, including protection of views along L'Enfant streets.

DC CIRCULATOR MASTER PLAN

Work with the District Department of Transportation and other stakeholders to enhance Circulator service

throughout the center city in support of developing a robust city-wide transit system. As part of this effort, work with the National Park Service to expand interpretive transit service around the National Mall, East Potomac Park, and Arlington National Cemetery.

WATER TAXI SYSTEM FEASIBILITY AND PLANNING STUDY

Work with the District Department of Transportation and other stakeholders to develop and implement a water taxi system connecting destinations along the Potomac and Anacostia Rivers, within the District of Columbia, Virginia, and Maryland.

INTERMODAL TRANSPORTATION CENTER FEASIBILITY STUDY

In coordination with the District Department of Transportation and other stakeholders, this study will include developing an enhanced intermodal transportation center at Union Station as the primary nexus for future inter-city and regional transportation systems. In support of this effort, explore the feasibility of additional intermodal centers at locations that might include L'Enfant Plaza, the South Capitol Street oval rotary, RFK Stadium, the Kennedy Center, and 10th Street, NW.

INTERAGENCY COORDINATION

Work with the Metropolitan Washington Council of Governments, the District Department of Transportation, and other transportation stakeholders to identify and support transportation projects in local and regional transportation plans and capital funding programs that are consistent with the *Framework Plan*. Include *Framework Plan* proposals in the Federal Capital Improvements Program.



Water taxis will help connect destinations along the rivers. (New York, NY)



The Woodrow Wilson Plaza at the Reagan Building provides a flexible space for events, retail, and restaurants.

Executive, Legislative, and Policy Tools

The federal government has a range of existing legislative tools that can be used effectively to move the *Framework Plan*'s recommendations to reality. A number of executive orders, existing laws, and agency policies encourage the federal government to contribute to the shaping of cities across the country. Generally, these policies and legislation have also promoted sustainable urban development by allowing federal land and facilities to contribute to the active civic life of local communities.

FEDERAL SPACE MANAGEMENT, EXECUTIVE ORDER 12072 Promotes the use of federal space to strengthen cities and make them attractive places in which to live and work; to improve their social, economic, environmental, and cultural conditions; and to improve the administration and management of federal agencies.

FEDERAL FACILITIES ON HISTORIC PROPERTIES, EXECUTIVE ORDER 13006 Promotes the use of historic buildings and properties for federal occupancy to support Executive Order 12072 and the National Historic Preservation Act.

SECTION 110, NATIONAL HISTORIC PRESERVATION ACT OF 1966 Promotes the preservation and protection of historic properties owned or controlled by federal agencies. The act also provides for the transfer of surplus federal historic properties to ensure their protection and enhancement and for these agencies to undertake planning to minimize harm to National Historic Landmarks that may be directly and adversely affected by actions. This legislation was used to rehabilitate and restore the National War College at Fort McNair in Washington.



Restoration of the Supreme Court Building.

SECTION 111, NATIONAL HISTORIC PRESERVATION ACT OF 1966 Permits long-term leases and adaptive reuse for all or portions of assets listed on the National Register of Historic Places, after consultation with the Advisory Council on Historic Preservation. This legislation was used to adapt the historic Tariff Building located on 7th Street, NW, for reuse as a hotel and restaurant.

PRESERVE AMERICA, EXECUTIVE ORDER 13287 AND THE WHITE HOUSE'S PRESERVE AMERICA INITIATIVE Builds on the National Historic Preservation Act and the National Environmental Policy Act to protect and utilize historic properties to advance economic vitality and foster awareness of U.S. history and American values, particularly through public-private partnerships. They also endorse public agency collaboration to promote the use of historic properties for heritage tourism and related economic development. They support local community preservation activities and heritage tourism programs, including the annual Preserve America grants that may be used for heritage tourism planning and implementation.

THE PUBLIC BUILDINGS COOPERATIVE USE ACT OF 1976 Permits the inclusion of mixed uses in portions of federal buildings and the co-location of federal offices and other cultural institutions or services. In the District of Columbia, this tool was used at the Old Post Office, located at 12th Street and Pennsylvania Avenue, NW.

THE PUBLIC BUILDINGS ACT Permits the General Services Administration (GSA) to exchange or acquire property. This exchange authority requires GSA to determine that any property exchange is in the "best interest of the government." This authority was used by GSA in 2000 to exchange a federal building in Charleston, South Carolina, for a site owned by the City of Charleston. The exchange allowed GSA to obtain a more suitable site for a new federal courthouse while providing the city with a desirable site for its own purposes.

THE ENERGY INDEPENDENCE AND SECURITY ACT OF 2007 Requires all federal buildings to reduce their overall energy consumption 30 percent by 2015. New buildings and buildings undergoing major renovations must reduce fossil fuel-generated energy consumption 55 percent by 2010 and 100 percent by 2030. The act also establishes the Office of Federal High Performance

Green Buildings within GSA to oversee the implementation of these requirements.

STRENGTHENING FEDERAL ENVIRONMENTAL, ENERGY, AND TRANSPORTATION MANAGEMENT, EXECUTIVE ORDER 13423 Calls for, among other items, all federal agencies to reduce their energy consumption 30 percent by 2015 and requires that at least half of an agency's energy use come from renewable sources.

FLOODPLAIN MANAGEMENT, EXECUTIVE ORDER 11988 Requires that federal agencies avoid taking actions within a floodplain to the extent practicable. Should it be impossible to avoid operating within a floodplain, the agency must design its project to minimize impacts to the disturbed area.

GOOD NEIGHBOR PROGRAM Sets forth the goal of making the federal government's properties safer, cleaner, and livelier while helping to rebuild cities, block by block. The program promotes providing space for shops and restaurants that invite people into federal buildings, and developing plazas and public spaces around federal properties. It encourages property managers to program, design, and maintain public space; streamline and integrate security; improve image and aesthetics; and enhance access and circulation.

FIRST IMPRESSIONS PROGRAM Advances the GSA's Design Excellence goal of creating public buildings that "express the vision, leadership, and commitment of the government in serving the public and expressing the values of the nation." Specifically, the First Impressions program enlivens public spaces such as lobbies and plazas through better programming and enhanced signage and landscaping.

SPECIAL ACTS OF CONGRESS Can structure public-private partnerships and allow transactions to meet specific objectives. The Southeast Federal Center Public-Private Development Act of 2000 is an example of special legislation that authorized a partnership between GSA and a private developer for a mixed-use project on land fronting the Anacostia River in Washington, DC. Also, in 1972 Congress created the Pennsylvania Avenue Development Corporation to guide and implement the redevelopment and beautification of Pennsylvania Avenue in the nation's capital.

Organizational and Funding Tools

Implementation of the *Framework Plan* will be carried out by many different entities. Depending on the initiative, it may be appropriate for the federal government, the District government, the private sector, a nonprofit organization, or a combination thereof to take the lead in executing the next steps to achieve the vision. There are several alternative organizational approaches that could be used to implement the plan, including cooperative partnerships, the formation of a federal development corporation, or an organizational arrangement created by special legislation.

These organizational strategies are also associated with various funding strategies. In some cases, it may be appropriate to use an agency's existing funding resources. However, many of the *Framework Plan*'s recommendations are intended to achieve broad goals to enliven and improve the built environment around the National Mall and within the monumental core, with benefits accruing to the federal establishment, the city, and the nation. In such instances, a range of funding mechanisms, outside of an individual agency's budget, should be considered. These include innovative federal-local public partnerships, direct congressional appropriations, private financing, and non-profit support.

FEDERAL AGENCY INITIATIVES Some of the objectives of the plan could be achieved through federal agency initiatives using existing authorities and appropriated capital budgets. Examples include signage or the enhancement and programming of adjacent outdoor public spaces in connection with a building modernization project. Infill development that accommodates office expansion or consolidation for an individual agency would be funded by that agency.

COOPERATIVE PARTNERSHIPS Achieving some objectives of the plan will require the participation and support of many stakeholders through innovative public-private partnerships or partnerships between District and federal agencies. In this way, greater resources can be applied to achieve a mutually beneficial goal. For example, a non-profit organization may work in partnership with the federal and local governments to improve or program public space or build a nationally significant memorial or museum. Federal and local governments, the private sector, or some combination thereof could share costs to make necessary street and park improvements.

PRIVATE DEVELOPMENT The private sector will fund private development, such as the build-out of street-level retail space in federal buildings, or construction in air-rights space above highways or rail lines. Depending on the location and type of project, these efforts would be undertaken in cooperation with the District of Columbia and the federal government.

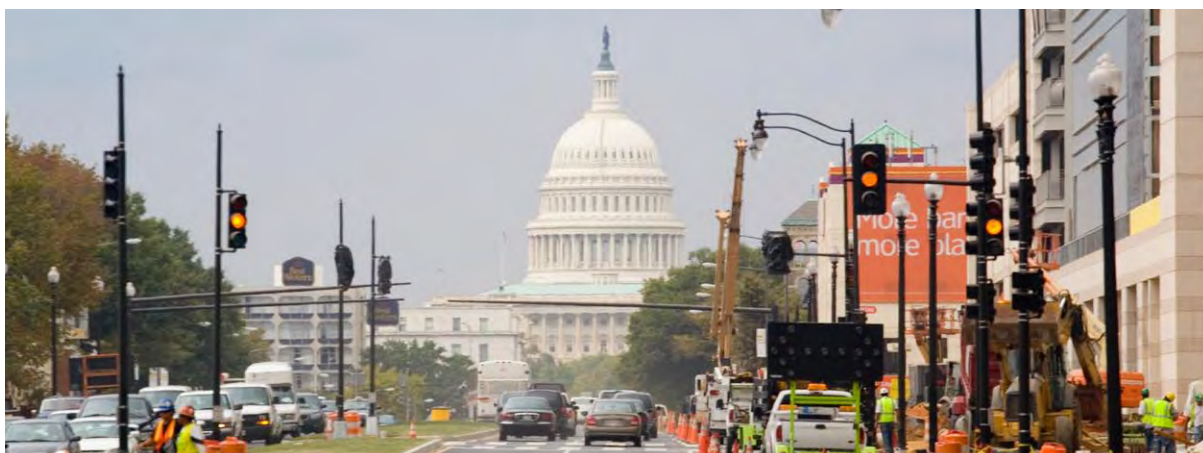
SPECIAL LEGISLATION Congress can enact special legislation and appropriations to authorize a range of actions to meet specific objectives. This is appropriate in specialized cases where legislation is needed to authorize an innovative approach that may fall outside of an agency's normal mandate. Special legislation could include authorization to prepare a detailed study, allow a real estate action, structure a public-private partnership, enter into a development agreement, or fund a project for a specific purpose.

FEDERAL DEVELOPMENT CORPORATION Creating a new federal development corporation may be an effective way to address the more significant recommendations in the *Framework Plan*. Initiatives

that could be implemented by a development corporation include redeveloping federal facilities to increase density; consolidating or expanding federal office space; making room for a nationally significant cultural institution; or rebuilding the street grid. Other significant initiatives may include realigning infrastructure to allow for federal office space, open space, or private-sector development.

A development corporation should be comprised of federal and District of Columbia representatives and have the ability to acquire, exchange, develop, lease, and manage public space and buildings. This organization could be structured to be either fully or partially self-funded. Such an organization could champion the principles of the *Framework Plan* and coordinate federal and local interests. This approach would ensure a common vision, streamline decision-making, and facilitate the complex real estate transactions that may be necessary.

The creation of a new federal development corporation to implement the *Framework Plan* warrants further study to determine the costs and benefits to the federal government and the District of Columbia. In the past, Congress has created several federal development corporations to meet specific purposes. One example is the Pennsylvania Avenue Development Corporation (PADC), which oversaw the redevelopment of Pennsylvania Avenue and its surrounding area in downtown Washington. Another is the Presidio Trust, an entity that is managing the historic Presidio in San Francisco. While either may be an appropriate model, they are both examples of how the federal government has organized its resources for specific development and land management functions.



The transformation of South Capitol Street began with the South Capitol Street Task Force, a joint initiative between the National Capital Planning Commission and the District of Columbia.



Continued stakeholder participation and input is needed to move the *Framework Plan* closer to implementation.

Applicability

The *Monumental Core Framework Plan: Connecting New Destinations with the National Mall* will guide future development decisions for federally owned property in the precincts surrounding the National Mall. The federally owned property covered by this plan is under the jurisdiction of individual federal agencies, such as the General Services Administration or the National Park Service, or a local or inter-jurisdictional agency, such as the District of Columbia or the Washington Metropolitan Area Transit Authority.

The *Framework Plan* does not apply to privately owned land; however, in limited instances the plan suggests how adjacent private properties could be improved, and encourages decision-makers to consider actions that could help to achieve the goals of this plan. As more detailed plans are prepared, the federal and local governments should work with adjacent property owners to coordinate development plans to optimize land use and transportation enhancements as well as public space improvements.

The *Monumental Core Framework Plan* was adopted by the U.S. Commission of Fine Arts on March 19, 2009, and by the National Capital Planning Commission on April 2, 2009. At the NCPC meeting, the Commission directed staff: (1) to advise federal agencies to use the plan as a guide when programming, planning, and designing future development proposals on federally owned land; (2) to prepare an annual report on the status of the *Framework Plan*'s key action priorities; and (3) to commence work on the key action priorities of the plan such as those initiatives pertaining to

the Federal Triangle Heritage Trail, street level uses in federal buildings within the monumental core, and feasibility studies for the redevelopment of 10th Street, SW, and Maryland Avenue, SW.

NCPC also directed its staff to use the *Framework Plan*:

- As a basis when evaluating and making recommendations for: (1) development proposals that go beyond the routine maintenance of public buildings, and (2) proposals for improvements to parks, public spaces, and public transportation systems.
- As a guide when providing input into federal, local, and private planning studies and reports.
- As a tool to inform future updates of NCPC's Strategic Plan that describes the Commission's mission, its values, and its vision, and conveys the agency's goals over a specified time period.
- As a basis to develop or amend future NCPC planning studies and reports, including the *Comprehensive Plan for the Nation's Capital: Federal Elements* and the *Federal Capital Improvements Program (FCIP)*.



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