



Information Presentation

Commission Meeting: September 6, 2018

PROJECT Monumental Core Streetscape Project	NCPC FILE NUMBER 7886
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Purpose

The purpose of this Information Presentation is to seek the Commission's comments on the:

1. Proposed adjustments to the *1992 Streetscape Manual* boundary;
2. *Urban Design Streetscape Framework* and principles; and
3. Components that will be included in the *Conceptual Lighting Framework*.

Overview

At the May 3, 2018 Commission meeting, staff provided an Information Presentation on the background and scope of work for the Monumental Core Streetscape project. Since then, staff has continued collaborating with the interagency working group to advance four primary tasks:

1. **Update the Memorandum of Understanding** (an interagency agreement on the purpose and administration of the National Mall Roads Interagency Working Group)
2. **Develop an Urban Design Streetscape Framework** (a high-level street category map and character area map for the monumental core)
3. **Prepare Streetscape Design Guidelines** (guidelines addressing emerging issues and other streetscape elements, as appropriate)
4. **Update the Streetscape Construction Manual** (update the construction specification manual as needed and make it more user friendly)

Once complete, staff will package these products into a user friendly *Monumental Core Streetscape Guide*.

A summary of the background on the proposed scope of work and the 1992 National Mall Streetscape Manual is in the Monumental Core Streetscape briefing packet. (See Attachment 1, pages 2-7).

Request for Comments

The Urban Design Streetscape Framework will provide the basis for developing the guidelines and construction manual in subsequent phases of work. Today, staff is requesting Commission comments on the components and content of the following:

1. **Boundary Adjustment:** adjusting the 1992 Streetscape Manual Boundary to encompass the Kennedy Center, Judiciary Square, and Banneker Park to achieve 1997 Legacy Plan goals (See Attachment 1, page 6).

2. **Urban Design Streetscape Framework:** a high-level planning framework that serves as a foundation from which to develop streetscape guidelines and the construction manual. It includes the following elements:
 - a. **Street Categories:** identifying streets important to the identity of the monumental core and further articulating the urban design relationships they have to nationally significant monuments, memorials, buildings, and open spaces. (See Attachment 1, pages 8-9).
 - b. **Character Areas:** identifying areas with unique character within each precinct. (See Attachment 1, pages 10-11).
 - c. **Streetscape Framework and Principles:** articulating the relationship among street categories and character areas and the intent for consistent and continuous streetscape design, where appropriate, across jurisdictions. (See Attachment 1, pages 14-19).
 - d. **Gateways and Thresholds, and Principles:** expanding on the Urban Design Element's gateways and identifying thresholds to address points of entry into the city and between character areas to improve pedestrian circulation and intuitive wayfinding to and through the monumental core. (See Attachment 1, pages 20-22).

3. **Proposed Components for the Conceptual Lighting Framework:** providing street lighting guidance that focuses on the interplay with nationally significant monuments, memorials, buildings, and open spaces to distinguish the character and identity of the monumental core; it includes the following components:
 - Monument, Memorial, and Civic Building Hierarchy
 - Open Space and Street Hierarchy
 - Streets with Symbolic Connections
 - Streetlight Bulb, Color Temperature and Brightness Principles

Next Steps

Staff anticipates presenting The Urban Design Streetscape Framework to the U.S. Commission of Fine Arts (CFA) this fall. Staff will return to the National Capital Planning Commission later this

year with a refined *Urban Design Streetscape Framework* that will also include a *Conceptual Lighting Framework*. Comments received on the *Conceptual Lighting Framework* will also inform development and implementation of the District’s Smart Street Light Project, currently underway.

ATTACHED:

1. Monumental Core Streetscape Briefing Packet

PROJECT REVIEW TIMELINE

Previous actions	May 3, 2018 – Information Presentation.
Remaining actions (anticipated)	<ul style="list-style-type: none">– Concept review of the Conceptual Lighting Framework (December 2018)– Information presentation on the design guidelines and construction specification approach– Draft review of the Monumental Core Streetscape Guide– Acceptance of the Monumental Core Streetscape Guide

Monumental Core Streetscape Briefing Packet

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Attachments

- Attachment 1: Character Area Example
- Attachment 2: New Scope of Work for Streets Beyond the 1992 Manual Boundary
- Attachment 3: National Mall Streetscape Interagency Working Group Comments
- Attachment 4: Letter from the U.S. Commission of Fine Arts (May 2018)
- Attachment 5: Reference Maps

Note: The Streetscape Guide will be used to guide the planning, design, and construction of streetscape projects within the Monumental Core. The Streetscape Guide is not a planned capital improvement project.

Introduction

As the nation’s capital, home to nearly 700,000 residents, and destination for over 22 million visitors, Washington’s urban design and character contributes to its national identity while respecting and shaping the precincts and neighborhoods of the local city. Washington’s streetscapes are an important component of the city’s urban design. Their character and quality contribute to how people view and experience the city. These public spaces should reinforce the city’s unique role as the nation’s capital and create a welcoming and livable environment for residents, workers, and visitors.

Within the monumental core, streetscapes reinforce a special civic quality that inspires people and cultivates a sense of pride, permanence, and dignity. The monumental core is a place where the details matter – and its streetscapes must meet these objectives at an elevated standard. The *Monumental Core Streetscape Guide* (Streetscape Guide) contributes to achieving these aspirations by providing conceptual and concrete guidance on the planning, design, and construction of distinguished capital city streets.

This document provides a high-level overview of the *Monumental Core Streetscape Guide*, and includes background information on the *National Mall Streetscape Manual* (the current guidance within the monumental core), and existing conditions and policies that present challenges and opportunities for a new Streetscape Guide. This document focuses on:

- An overview of the Streetscape Guide’s three components: the Framework, the Guidelines, and the Manual;
- A draft of the Streetscape Framework for Commission comments; and
- Proposed components for the Conceptual Lighting Framework for Commission comments.

Background:

The *Monumental Core Streetscape Guide* (Streetscape Guide) is a multi-phased update of the 1992 *National Mall Streetscape Manual* (Streetscape Manual). The original purpose of the Streetscape Manual was to “provide guidelines for a coordinated and consistent streetscape treatment for roadways in the central area of the city in the vicinity of the National Mall.” The Streetscape Manual consists of details and specifications for elements within the right-of-way including roadway, curb and gutter, and sidewalk; street furnishings including streetlights, benches, trash and recycling receptacles, bicycle racks, and pedestrian barriers.

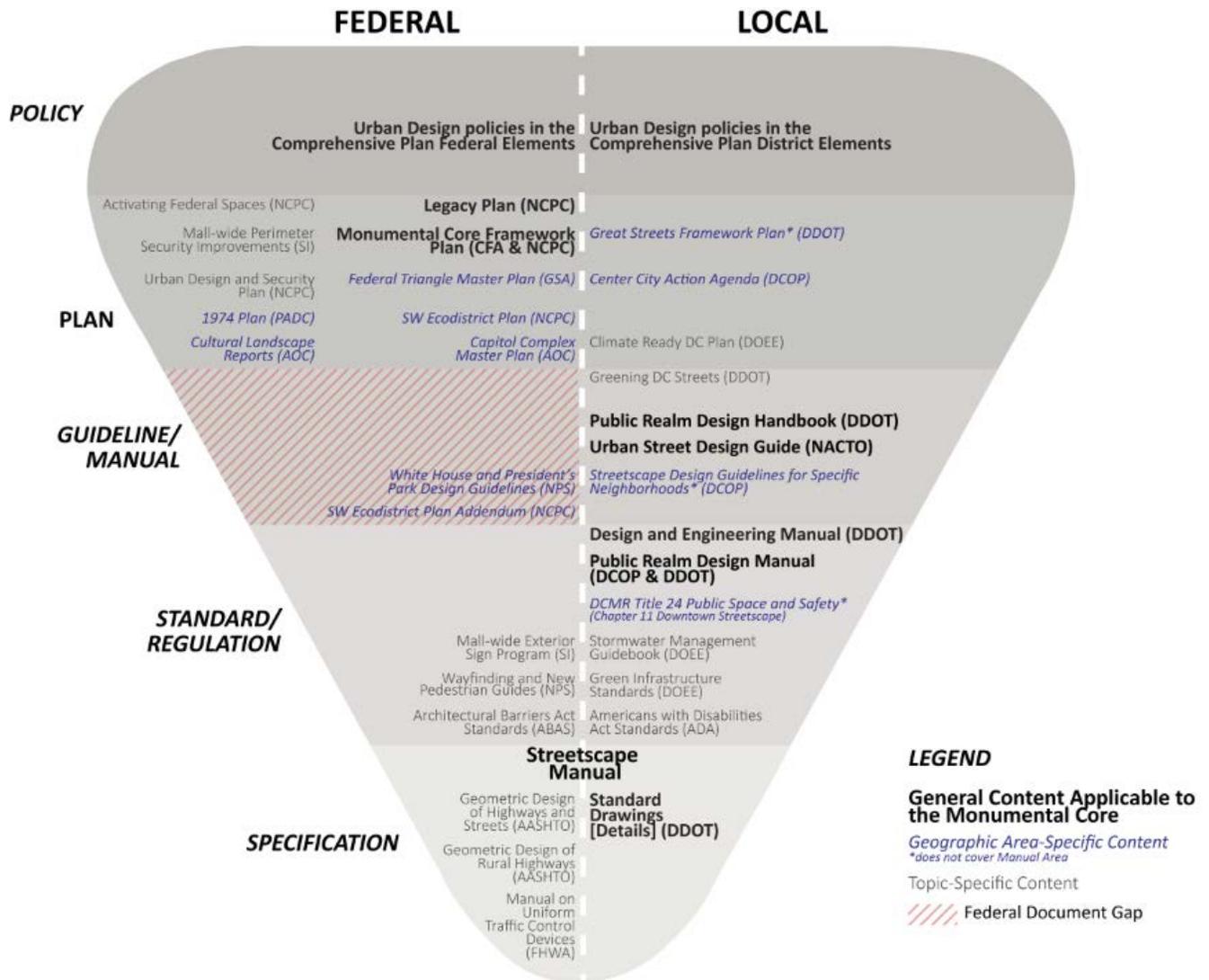
A working group formed to oversee and coordinate roadway improvements within and around the National Mall. A memorandum of understanding (MOU) established the National Mall Streetscape Interagency Working Group, originally comprised of the Architect of the Capitol (AOC), the District Department of Transportation (DDOT), the Federal Highway Administration (FHWA), and the National Park Service (NPS). In 2005, the working group expanded the MOU to include several endorsers: the U.S. Commission of Fine Arts (CFA), the General Services Administration (GSA), the National Capital Planning Commission (NCPC), the National Gallery of Art (NGA), and the Smithsonian Institution (SI).¹

¹ The District Office of Planning (DCOP) joined the working group to contribute to the development of the Monumental Core Streetscape Guide, including the update of the 1992 construction manual.

Monumental Core Streetscape Project

By 2013, the National Mall Working Group refocused its efforts from actively managing capital improvement projects to coordinating on smaller construction projects and ongoing maintenance. At that time, they updated the Streetscape Manual with minor amendments to reflect existing conditions. They also identified the need for a more substantive update to address the working group’s evolving function and emerging issues (such as incorporating technologies and stormwater management).

The working group documented the challenges and opportunities for improving streetscapes in the National Mall area and through Washington’s monumental core. One of the key findings is that the monumental core lacks design guidance and a cohesive planning framework that aligns federal and local interests in this part of the city (see diagram below). This was the impetus for expanding beyond the 1992 Streetscape Manual’s construction details and developing the Streetscape Guide that holistically coordinates, planning, design, and construction.



Problem Statement:

Several problems were identified in the 1992 *Streetscape Manual* and the existing conditions of monumental core's streetscapes. These problems fall into the following five categories:

1. Policy and Planning

- a. Current federal streetscape design guidance is lacking.
- b. It is unclear which standards apply where.

2. Manual Application

- a. Overall, agencies succeed in applying the Manual more consistently on the National Mall than off it, even though it is applicable in other areas.
- b. Agencies do not consistently administer the Manual.
- c. The Manual limits flexibility because it uses prescriptive details and specifications for all elements.

3. Precincts and Transitions

- a. The Manual did not adapt to the unique character of precincts (e.g. White House and U.S. Capitol Complex).
- b. Materials transition inconsistently across precincts, as well as between the National Mall and monumental core.

4. Function

- a. The Manual does not currently address the following functional issues: stormwater management and flooding, changing, and sustainable technologies, expanding transportation options and infrastructure needs, walkability and universal accessibility for pedestrians, wayfinding for visitor orientation, and perimeter security.

5. Coordination

- a. Right-of-way jurisdiction is unclear and enforcement for maintenance and repair work is inconsistent.
- b. The Manual is not regularly updated or used.
- c. The Manual and local standards are not coordinated.

Goals and Priorities:

The goals and priorities of the *Monumental Core Urban Design Streetscape Guide* (Streetscape Guide) are compatible with complementary priorities for established federal and local plans and policies and include:

- Create a distinguished and accessible public realm of enduring quality shaped by beautiful civic infrastructure, architecture, streets, parks, and waterfronts. Connect destinations and overcome existing physical barriers with walkable landscaped corridors, interpretative and way-finding systems, and engaging views. Meet the highest standards of design, construction, and maintenance. (*Planning Together, 2009*)
- Establish and maintain a vision for a streetscape and public realm design program for all precincts within, and major entrances to, the monumental core, including, but no limited to the White House, U.S. Capitol, National Mall, and Federal Triangle. (*UD.B.3.7 Federal Urban Design Element, 2016*)

- Create or strengthen multiple visual and functional linkages that connect reservations and civic spaces within the monumental core to the rest of the city. (*UD.B.4.3 Federal Urban Design Element, 2016*)
- Use Washington’s major avenues/boulevards as a way to reinforce the form and identity of the city, connect its neighborhoods, and improve its aesthetic and visual character. (*UD-1.4.1 District Urban Design Element*)

Purpose:

The purpose of the Streetscape Guide is to aid federal and local stakeholders in creating a cohesive public realm on key streets in the capital city of Washington, DC. The Streetscape Guide will improve coordination between federal and local partners and its construction specifications will improve guidance for a coordinated and consistent streetscape treatment in the monumental core, particularly in and around the National Mall.

Included Areas:

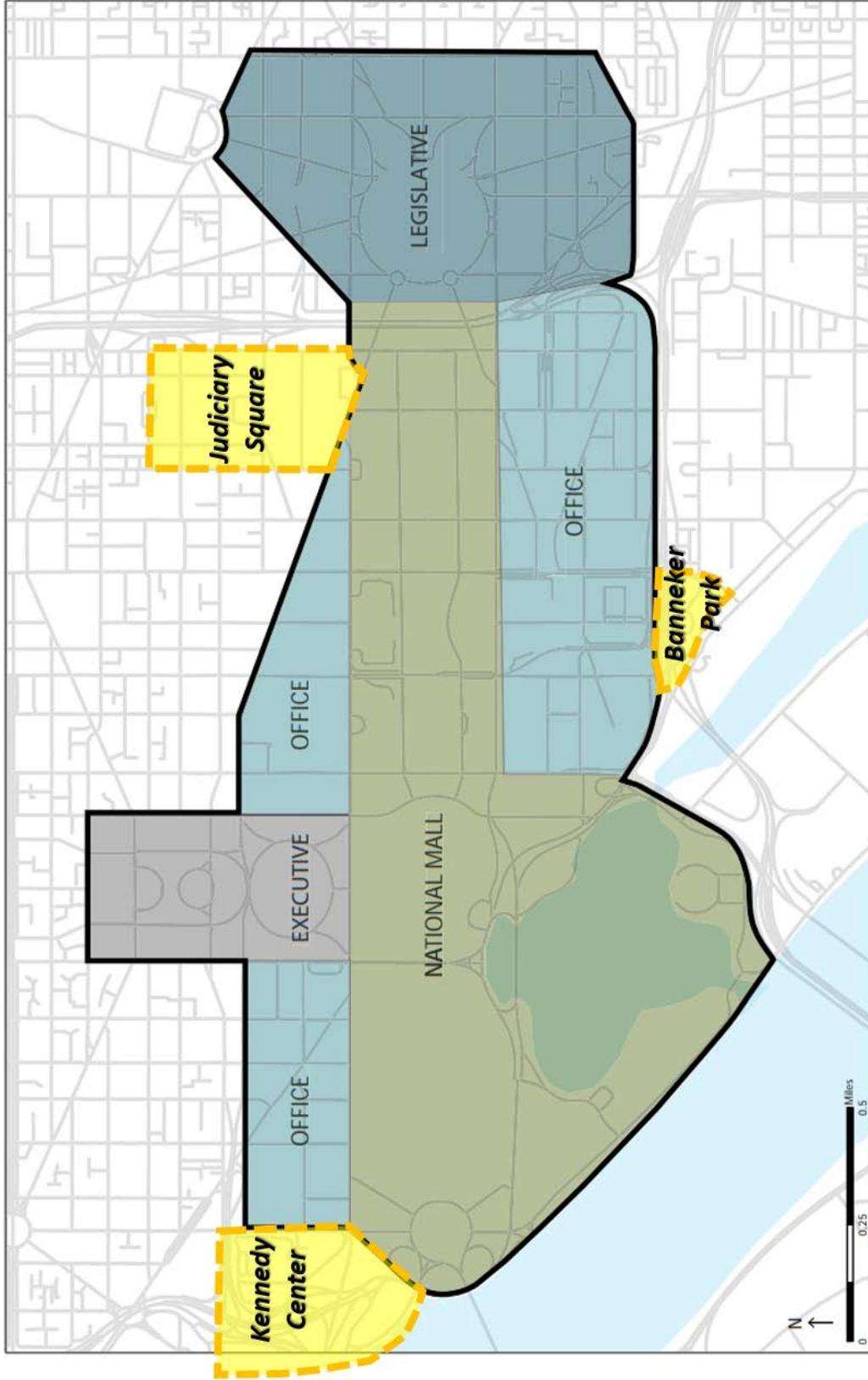
The Streetscape Guide includes nationally significant avenues and streets that are important to the *Plan of the City of Washington*; these streets are important connections between the capital city’s monumental core and the city’s neighborhoods, and reinforce the form and identity of the city. The monumental core is not defined with geographic boundaries, but is described in the Federal Urban Design Element as:

The spatial and symbolic center of the city, which includes the U.S. Capitol grounds, the White House, Arlington National Cemetery, the National Mall, Federal Triangle, and the surrounding government offices and civic, cultural, and symbolic structures. The monumental core is most closely linked to the distinctive image of the capital city and the functions of federal government. While the major landmarks and resources within the core are perceived, it does not have a rigid geographic or jurisdictional boundary and continues to evolve.

For the purpose of this Guide, the *1992 National Mall Streetscape Manual* boundary (1992 Manual Boundary, as amended)² defines the monumental core within downtown Washington, DC.

² Proposed adjustments to the 1992 Boundary include the addition of the Kennedy Center, Banneker Park, and Judiciary Square.

1992 National Mall Streetscape Manual Boundary (1992 Boundary)



Proposed adjustments to the 1992 Boundary encompass the Kennedy Center, Banneker Park, and Judiciary Square.

Key: ——— 1992 Boundary [Yellow dashed box] Proposed additions

The Streetscape Guide and Its Users:

Building off the 1992 Streetscape Manual, the *Monumental Core Streetscape Guide* (Streetscape Guide) includes conceptual to detailed information, guidance, and reference material that will serve a broad audience. Readers will find different chapters most valuable according to their planning, design, implementation, or maintenance role as follows:

The Streetscape Framework: *The Urban Design Streetscape Framework* (Streetscape Framework) comprises three street categories, ten general character areas, and streetscape elements; it also includes important transitions, gateways, and thresholds. It will be most useful to planners and urban designers to assist in the planning, design, and implementation of new streetscape capital improvement projects.

- *See pages 8-22 for review; anticipated completion by December 2018.*

The Streetscape Guidelines: *The Streetscape Guidelines* will consist of detailed planning guidance for streetscape design character and physical quality including the configuration, placement, and alignment of streetscape elements such as streetlights, trees, pavement, and furnishings. These guidelines will supplement the Streetscape Framework's principles. It will be most useful to urban designers, landscape architects, and architects to assist in the design and implementation of new streetscape capital improvement projects.

- *Draft anticipated for review in late 2019.*

The Streetscape Construction Manual: *The Streetscape Construction Manual* will include construction details and specifications for important streetscape elements. Some specifications are performance-based, while others may be prescriptive. It will be most useful to facilities managers and construction and repair workers to assist in the installation and regular maintenance of streetscape elements.

- *Draft anticipated fore review in late 2019.*

Urban Design Streetscape Framework

Introduction

The *Urban Design Streetscape Framework* (Streetscape Framework) provides a conceptual organizational structure for streets within the monumental core and adjacent areas within the capital city. The Streetscape Framework provides context and principles for more detailed planning and technical guidance that will inform development of the Streetscape Guidelines and Streetscape Construction Manual, which will be developed in future phases of work.

The *Streetscape Framework* includes:

- Three street categories,
- Ten general character areas,
- Streetscape elements, and
- Gateways and thresholds.

These components, described below, inform the principles for the Urban Design Streetscape Framework found on pages 14-21.

Street Categories:

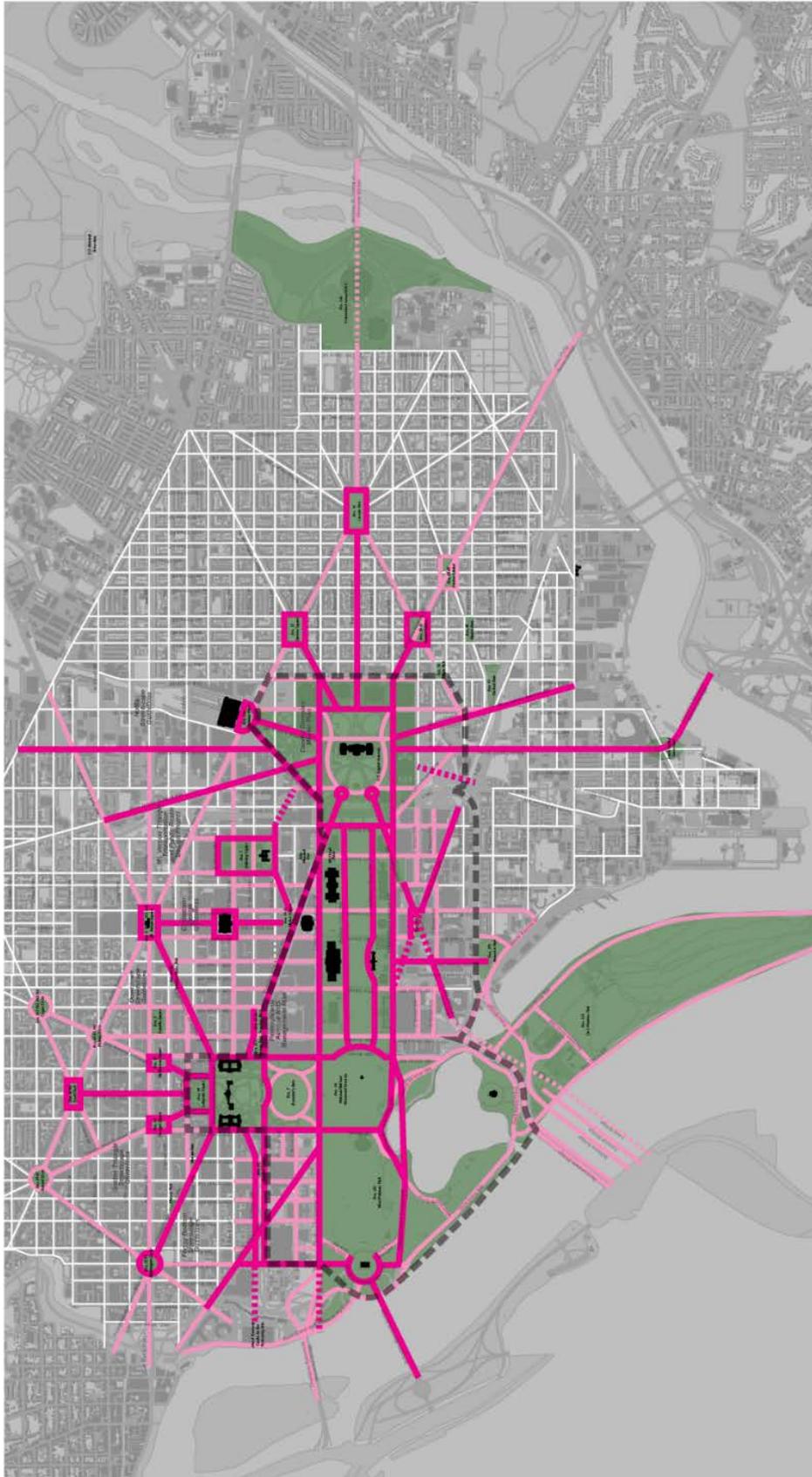
Street categories are an important foundation for the Streetscape Framework, providing a strong conceptual basis to organize streets within the capital city and its monumental core. These streets contribute to the *Plan of the City of Washington*³. The Comprehensive Plan's Urban Design Element identifies many of these streets as special streets. Typically, they are defined by their national and local identity. This identity is defined by the street function; its spatial and visual relationships to nationally significant structures or spaces; and its civic, ceremonial, and symbolic role. The three categories are:

- 1. Radiating and Edging Streets:** the iconic avenues and streets radiating or edging the nation's most preeminent civic buildings, reservations, monuments, memorials, or commemorative sites of national importance. These streets are associated with their historic, ceremonial, civic, or symbolic role, allowing some to stand alone as a destination. *Example: Pennsylvania Avenue, NW.*
- 2. Connecting and Traversing Streets:** important avenues and street that edge, connect, or traverse one or more nationally and/or locally significant civic buildings or reservations, monuments, memorials, or commemorative sites. *Example: K Street, NW.*
- 3. Local Streets:** generally part of the *Plan of the City of Washington's* orthogonal grid. These streets provide circulation through and between blocks within precincts and neighborhoods to local destinations, and are locally significant. *Example: 3rd Street, NE/SE.*

Each category of street has guiding principles for streetscape character and quality found on pages 14-19.

³ National Register of Historic Places Registration Form for the L'Enfant Plan:
<https://npgallery.nps.gov/pdfhost/docs/NRHP/Text/97000332.pdf>

Street Categories



MAP SHOWS LEVEL OF NATIONAL INTEREST BASED ON PLANNING PRECEDENT, PHYSICAL, VISUAL, AND SYMBOLIC RELATIONSHIPS

- LEGEND**
- BUILDINGS/STRUCTURES REFERENCED IN LENFANT PLAN CONTRIBUTING VISTAS
 - NATIONALLY SIGNIFICANT OPEN SPACE
 - 1992 STREETSCAPE MANUAL BOUNDARY
 - STREET CATEGORIES***
 - RADIATING & EDGING
 - CONNECTING & TRAVERSING
 - LOCAL LENFANT CITY STREETS SHOWN IN WHITE
 - FUTURE CONNECTIONS SHOWN DASHED
 - *PARKING LOTS AND AREAS SHOULD SUPPORT ADJACENT STREET CLASSES

See Attachment 2 for the scope of work for streets beyond the 1992 Boundary (grey dashed line).

Character Areas:

Character Areas⁴ also contribute to the foundation for the *Urban Design Streetscape Framework*, providing distinctive places within the broader urban landscape of the monumental core. Character areas do not represent jurisdictions; they are areas distinguished among each other by the patterns of the built environment, landscape organization, and the streetscape infrastructure and amenities that are visible within the public realm.

Character Area boundaries are informed by the following attributes: land use, spatial organization, views and visual relationships, topography, vegetation, circulation, and architectural and landscape structures. Physical features such as a wall, path, or road may clearly define boundaries; in other circumstances, vegetation or topography may loosely delineate boundaries. Most of the character areas include one or more-character sub-areas. The sub-areas share many attributes of its overall character area, but their use, patterns, or features are distinctive enough to set it apart as a section or component of the larger character area.

The Streetscape Guide’s boundary area includes ten general character areas (in bold); and several sub-areas, as listed below:

- **U.S. Capitol Complex**
- **Courts and Institutions**
- **Potomac Hill**
- **Kennedy Center**
- **Banneker Park**
- **Federal Triangle and Sub-Area:** Pennsylvania Avenue NHS
- **The National Mall and Sub-Areas:** The Mall, Mall Museums, Washington Monument, and West Potomac Park
- **The White House and President’s Park, and Sub-Areas:** Lafayette Park, the White House and Grounds, and the Ellipse and President’s Park South
- **Downtown and Sub-Areas:** Pennsylvania Avenue NHS, West End Parks and Plazas, Central Corridor, Market Square Area, East End Institutions
- **Southwest Rectangle and Sub-Areas:** Southwest Institutions and Agriculture Complex, Southwest Workplaces, and Southwest Federal Workplaces

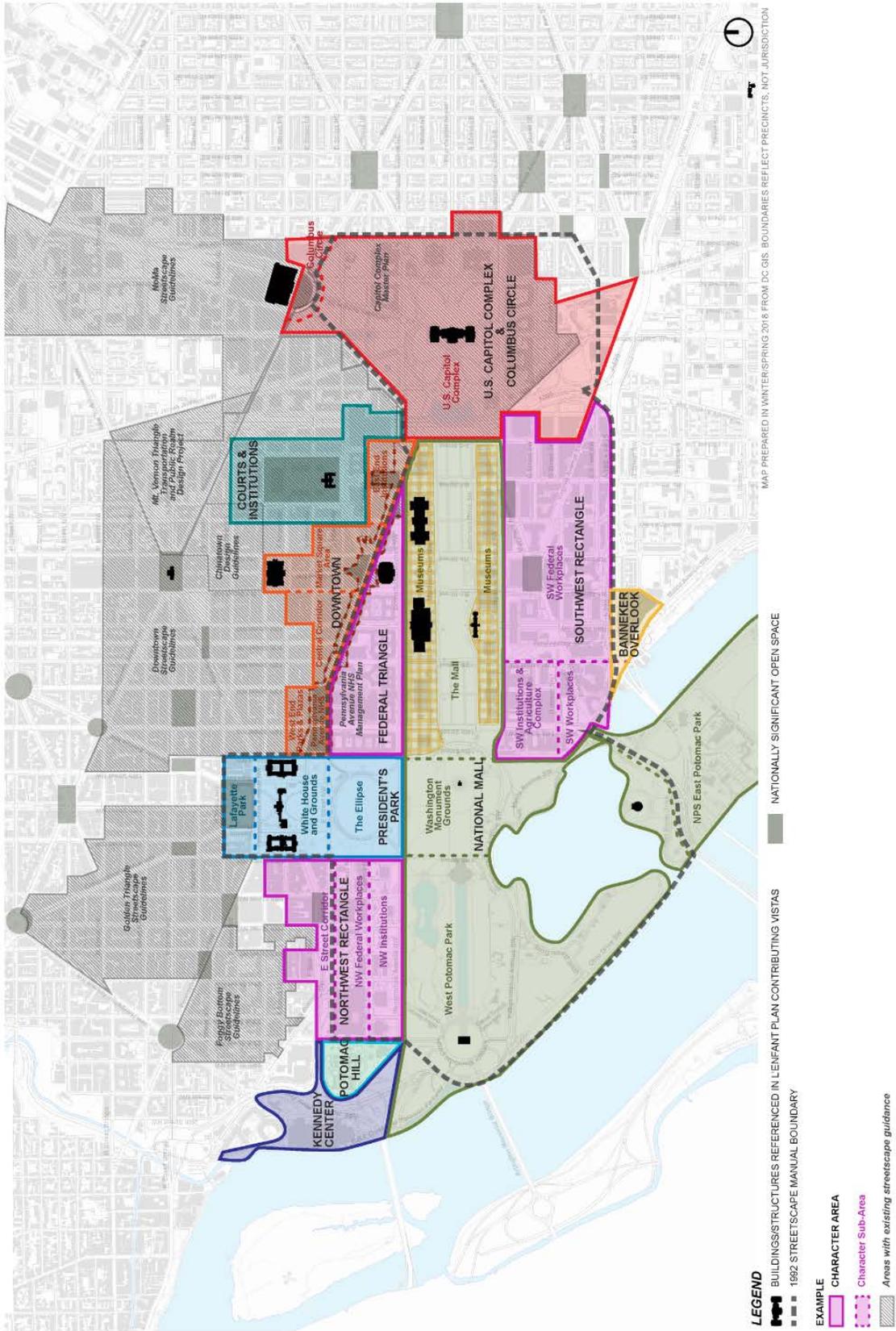
Using the attributes above, an example description of a character area is provided in Attachment 1. While the research is complete, the ten character areas and their sub-areas will be described in the next phase of work, which will further inform the Streetscape Guidelines and Streetscape Construction Manual.

Adjacent Areas:

Adjacent Areas lie beyond the monumental core, as generally defined by the 1992 Manual Boundary. The monumental core’s streets extend through and connect to adjacent areas that are comprised of local neighborhoods that have their own identity as part of the capital city. Their adjacency enriches the monumental core with their unique character, design features, and distinct sense of place. Adjacent area’s streetscapes generally conform to the *District of Columbia’s Public Realm Design Manual* (PRDM) or Business Improvement Districts’ streetscape guidelines. To strengthen the identity of the capital city and the monumental core, some monumental core streetscapes should appropriately transition into some adjacent areas for consistency and continuity of character.

⁴ Source of definition: The Architect of the Capitol’s Capitol Square Cultural Landscape Report: Vitetta (Ed.). (February 16, 2012). Capitol Square Cultural Landscape Report Volume I, p.1.6

Character Areas



Streetscape Elements:

Streetscape elements have an important role in informing the streetscape consistency and the sense of continuity that link the monumental core with the capital city. The importance of streetscape **consistency** within the monumental core was documented in the 1992 Streetscape Manual, when it was originally created. Many of the monumental core's streetscapes frame nationally significant open spaces and connect to national icons. Therefore, the setting and role of these streets demand a consistent treatment that unites the identity of the monumental core and provides formal and ordered connections to important destinations.

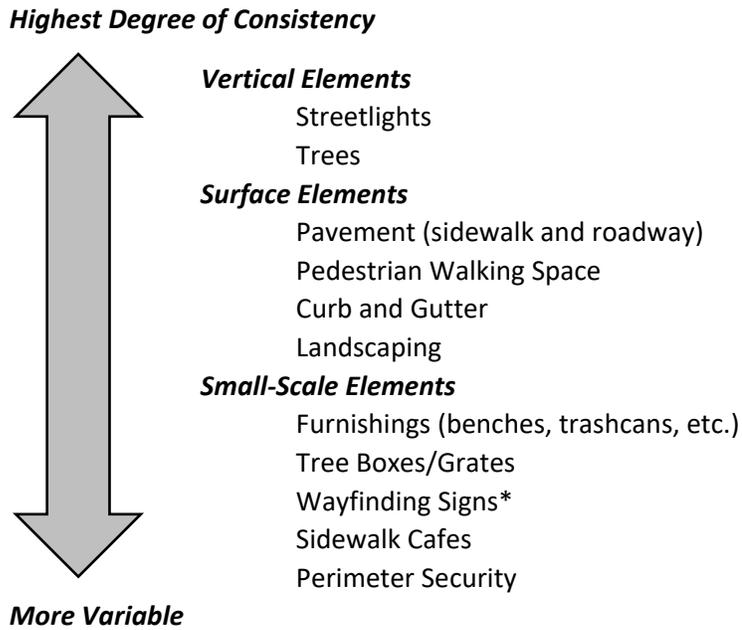
A **high degree of consistency** among streetscape elements is particularly important for Radiating and Edging Streets because of their physical and visual relationships to national icons. Because Edging and Traversing Streets do not link directly to national icons and many are located within character areas, a **moderate degree consistency** among streetscape elements is appropriate. Because the continuity of streetscape elements is one of the defining characteristics of the city, it is important for Local Streets to have **some degree of consistency**.

Streetscape elements are categorized into vertical, surface, and small-scale elements.

- **Vertical elements:** define the edges and form outdoor rooms that establish the visual frame or corridor and sense of scale along streets. They are the most pronounced elements that contribute to continuity.
- **Surface elements:** define the ground plane and have a powerful ability to set the context of the place and either contribute to its continuity or set an area apart.
- **Small-scale elements:** contribute to the character and continuity, but have the greatest potential to diversify the character and add variety to the pedestrian's experience.

The type, use, and application of streetscape elements contribute to the street character, its continuity, and quality of the pedestrian's experience. A high degree of consistent use of streetscape elements is important for visual harmony, a cohesive identity, and creating streetscape corridors. The degree of variation in the type, use, and application of streetscape elements is important to set an area apart, creating a unique sense of place.

The following diagram illustrates the type of streetscape elements that either contribute to consistency or variability.



**A consistent wayfinding system would not preclude unique wayfinding signs within character areas.*

More information on streetscape elements' consistency and continuity is provided in the Streetscape Framework on page 17.

The Urban Design Streetscape Framework (Streetscape Framework) and Principles:

Street categories, character areas, and streetscape elements define the Streetscape Framework. The relationships among these attributes inform the street's guiding principles. These attributes, together with a neighborhood's or precinct's uses and features, contribute to the overall sense of place of a street or given area.

Depending on the degree of consistency or variability of streetscape elements, the streetscapes either contribute the city's national identity, local identity, or to the identity of a particular neighborhood or precinct, regardless of jurisdictional boundaries. Because streetscapes link, connect, and unify the capital city, transitions between street categories are important to establish consistency and continuity of a streetscape.

Radiating and Edging Street Principles:

1. Generally, the character of each individual street should be **highly consistent** across precincts, neighborhoods, and jurisdictions.
2. The vertical, surface, and small fixture elements are **highly consistent** as they traverse through neighborhoods and precincts to unify the monumental core and city. This reinforces the monumental core and capital city identity by tying the city together, physically and visually, to maintain an stately streetscape appearance.
3. Streetscape elements should have a continuous rhythm and be balanced and symmetrical on both sides of the street, to represent the order and stability of nation's government, create streetscape corridors, and to direct and focus vistas and viewsheds to significant landmarks or destinations.
4. Ample pedestrian space should accommodate a range of civic and ceremonial uses.
5. The streets nationally symbolic, civic, and ceremonial role warrants the highest attention to streetscape design and quality to reinforce the street's identity and significance in the nation's capital.

Connecting and Traversing Street Principles:

1. Generally, the character of the streets are **mostly consistent** to unify the streetscape and link destinations across precincts, neighborhoods, and jurisdictions to reinforce the city's identity and imply wayfinding cues.
2. Vertical and surface elements are **mostly consistent** along the street's length to provide continuity and contribute to the capital city's identity; however, surface and small fixture elements may adapt to character areas, highlighting a precinct or neighborhood unique qualities.
3. Streetscape elements should have a continuous rhythm and be balanced and symmetrical on both sides of the street, except where spatial relationships or edges of certain uses warrant an asymmetrical streetscape. For example, waterfront streets like Ohio Drive may have an

asymmetrical streetscape oriented to the water edge; and streets that edge different uses like 2nd Street, NE may have an asymmetrical streetscape transitioning between the US Capitol Complex and Capitol Hill neighborhoods.

4. The streets significance as a connection between important national and local civic uses warrants high attention to streetscape design and quality.

Local Street Principles:

1. Policies, guidance, and regulations for local streets are in DC's Public Realm Design Manual or Business Improvement Districts' Streetscape Guidelines.
2. Generally, the character of streets should be **somewhat consistent** across precincts, neighborhoods, and jurisdictions to define the capital city and give character and grace to neighborhoods.
3. Generally, the character of the street reflects the identity of the local city, precincts or neighborhoods that it traverses, creating a strong local identity.
4. Vertical elements are mostly consistent along the street's length to provide continuity and contribute to the capital city's identity and imply wayfinding cues; however, surface and small fixture elements may adapt to character areas, highlighting and reinforcing a precinct's or neighborhood's unique qualities.
5. Streetscape elements should have a continuous rhythm and be balanced and symmetrical on both sides of the street, except where spatial relationships or edges of certain uses warrant an asymmetrical streetscape. For example, streets that edge different uses like 1st Street, NE may have an asymmetrical streetscape transitioning between Union Station and the NOMA neighborhood.
6. The street's significance as a connection between important national and local civic uses, or its significance to a local neighborhood or precinct may warrant streetscape treatment that is different from local standards and treatments.

Transition Principles:

1. Transitions are locations where street categories change, typically responding to urban and natural features, such as intersections, parks, circles, squares, etc. Transitions are important because they can provide a sense of continuity along longer streetscape corridors.
2. Vertical streetscape elements (streetlights and trees) are critical to providing streetscape consistency and continuity where street categories or character areas transition.

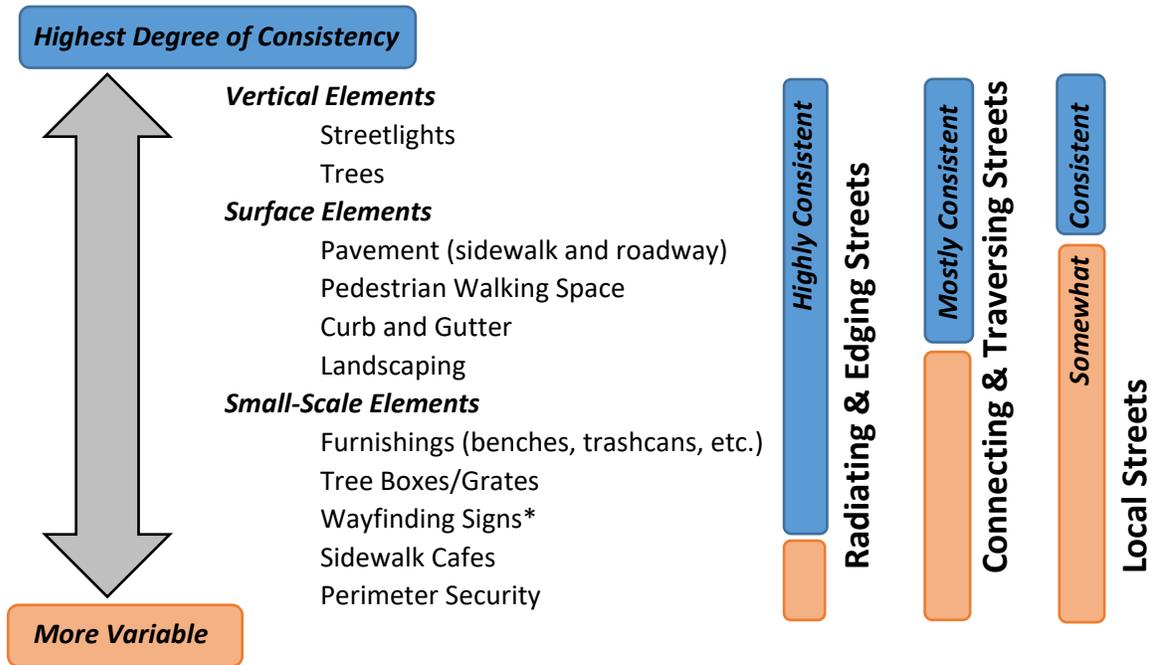
3. Parks, circles, squares, street intersections, or physical barriers (such as highways, railroads, or grade changes) should be used as transition points between street categories to minimize visual and physical disorder and provide streetscape consistency and continuity along street lengths between destinations. Streetscape consistency and continuity should continue on either side of physical barriers.
4. Where two or more different street categories intersect at parks, circles, squares, or intersections, the highest street category should be used along the interior side of the street that circumscribes the perimeter of the park, circle, square, or intersection. Symmetry, particularly among vertical elements (streetlights and trees), should be provided across both sides of the street (interior and exterior perimeters of the park, circle, or square). Surface and small-scale elements may reflect the character of the park, circle, square, or character area.
5. Avoid changing streetscape elements for short segments (e.g. one or two blocks) in order to provide consistency and continuity along street lengths.
6. Preserve vistas and viewsheds through the placement and alignment of streetscape elements, and provide pedestrian and streetscape consistency and continuity particularly where elevation changes, infrastructure elements, or other barriers occur.

Character Area Principles:

1. Streets within character areas shall have a high level of consistency to reinforce the character area and sub-areas within it.
2. Streets at the edges or boundaries of character areas should defer to their street category for guidance on consistency and continuity of streetscape elements.
3. Vertical streetscape elements (streetlights and trees) shall be consistent on both sides of character areas boundary streets to provide consistency and define vistas and viewsheds.

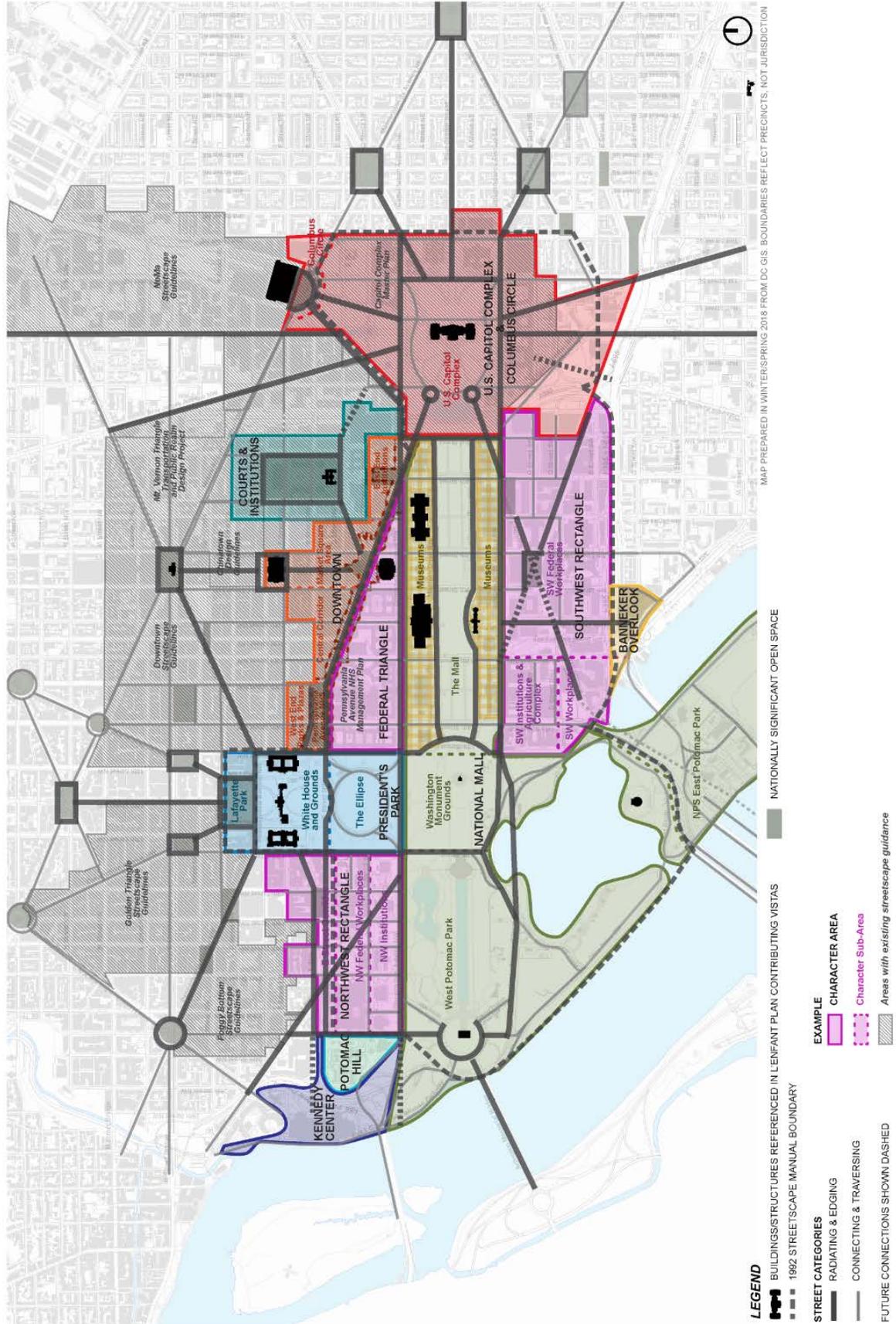
Diagram of Streetscape Elements and Street Principles:

The following diagram illustrates how the streetscape elements relate to the street category principles, which inform the degree of streetscape consistency.



*A consistent wayfinding system would not preclude unique wayfinding signs within character areas.

Urban Design Streetscape Framework



Urban Design Framework Summary Chart

CATEGORY	Radiating & Edging Streets	Connecting & Traversing Streets	Local Streets
DEFINITION	<p>Preeminent L’Enfant Plan Streets</p> <ul style="list-style-type: none"> • Symbolic/ Monumental/ Civic/ Commemorative/ Cultural Role • National significance • Radiate from or edge nationally significant structures or icons and open spaces • May stand alone as a destination • May have Linear Viewsheds as described in the Urban Design Element⁵ 	<p>Notable L’Enfant Plan Streets</p> <ul style="list-style-type: none"> • Civic/Recreational Role • National and local significance • Connects destinations and nationally significant open spaces • Edge, connect, or traverse one or more nationally or locally significant civic buildings or reservations, monuments, memorials, or commemorative sites 	<p>Local L’Enfant Plan Streets</p> <ul style="list-style-type: none"> • Orthogonal grid with a functional role • Local significance • Provides circulation through and between blocks within precincts and neighborhoods • Provides access to destinations
GUIDANCE	<ul style="list-style-type: none"> • Highly consistent streetscape • Streetscapes and elements unify the identity of the monumental core and capital city • Cohesive and consistent across character areas and neighborhoods • Balanced and symmetrical with continuous rhythm • Direct and focus vistas/viewshed to significant structures • Ample pedestrian space for civic and ceremonial uses 	<ul style="list-style-type: none"> • Mostly consistent streetscape • Elements unify the identity of the monumental core and capital city and link destinations • Responds to the character areas and neighborhoods with some variable elements • Balanced and symmetrical with continuous rhythm, except where spatial relationships or character area edges warrant an asymmetrical streetscape 	<ul style="list-style-type: none"> • Somewhat consistent streetscape • Elements unify the identity of the capital city • Adapts to the character areas and neighborhoods with many variable elements
QUALITY	<ul style="list-style-type: none"> • Highest durability of material in accordance with the Streetscape Construction Manual 	<ul style="list-style-type: none"> • High durability of material in accordance with the Streetscape Construction Manual 	<ul style="list-style-type: none"> • DC material standards and treatments

⁵ Page 32 of the Urban Design Elements identifies and describes Streets with Linear Viewsheds.

Gateways and Thresholds:

It is important to identify where and how streets interact with urban and natural features. These locations are moments offering a sense of arrival and typically occur at entry points, such as intersections, bridges, parks, or waterfronts. Depending on location and context, these entry points form a capital gateway, gateway, or threshold, as described in the Federal Urban Design Element, and are further described and elaborated below.

- **Capital Gateways:** are entry points to the monumental core and nation’s capital that may include significant symbolic elements such as sculptures or gateposts. Capital gateways contribute to the identity and experience of the capital city by announcing entry and connecting to national icons, either as:
 - Visual connections that provide views to the most nationally significant buildings, structures, or landscapes; or,
 - Physical connections are major axial or radial avenues and streets that link to the most nationally significant buildings or structures.
- **Gateways:** are entry points to the capital city. Gateways contribute to the identity and experience of the city by announcing arrival through a passage (possibly through a structure or building such as a bridge or train station) into the capital city, the city’s periphery, or connecting between neighborhoods.
- **Thresholds:** are entry points to or between character areas. Thresholds describe where and how streetscape elements define points of entry, and may support unique views or circulation patterns.

Principles for each of these entry points are provided below.

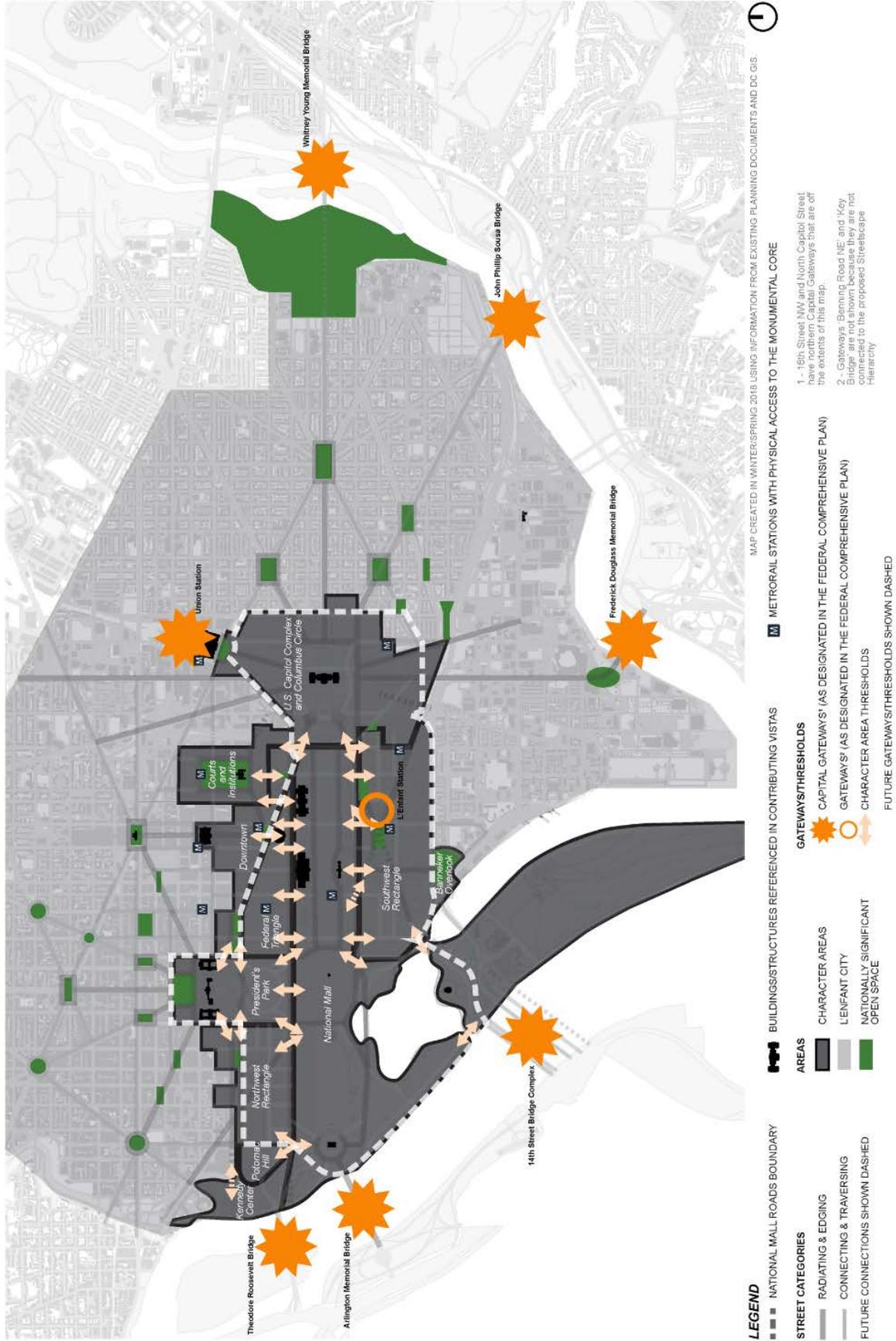
Capital Gateway and Gateway Principles:

1. Capital gateways (such as bridges, rail lines, or major transit hubs that physically or visually connect to the monumental core) and gateways (entries into the city or its neighborhoods) should have a distinct or elevated quality to signal entry into the capital city.
2. Capital gateway and gateway bridges that carry pedestrian or bicycle modes, should provide continuity along their length by continuing the adjacent street character across the bridge through consistent lighting, pedestrian walking spaces, sidewalk pavement, curb and gutter treatment, and wayfinding.
3. Newly constructed gateway bridges with signature design elements (such as the South Capitol Street Bridge and 11th Street Bridge/Park) may have streetscape elements that are specific to the character and design of the gateway bridge elements and should be coordinated with adjacent streets’ streetscape elements with respect to placement and alignment for continuity.

Threshold Principles:

1. Thresholds should enhance connections and wayfinding to destinations within the monumental core.
2. Thresholds between character areas may break from the consistency and continuity (rhythm and symmetry) of streetscapes to indicate an entry point; establish clear view corridors to other destinations; or direct circulation patterns.

Gateways and Thresholds



Conceptual Lighting Framework Components:

Introduction: City lighting is important because it fulfills a range of practical and aesthetic needs for pedestrians and drivers. Streetscape and architectural lighting illuminates the city at night, provides visual access, improves safety and security, offers visual comfort, and enhances the character and spatial experience of the urban environment.

Purpose: The purpose of the Conceptual Lighting Framework is to provide general guidance for street lighting within the monumental core. Providing guidance within the monumental core is particularly important since the District Department of Transportation’s (DDOT) Streetlight Policy and Design Standards (2013) exempts this area. This guidance is coordinated with the city’s new Smart Street Lighting project.

Background: Lighting design has a long planning history in the capital city, including the type and placement of light poles to the type of light it emits. New technology is changing the design, installation, and management of lighting in the city, affecting the long-standing principles and practices established by history and preceding plans. This Conceptual Lighting Framework carries forward and adapts these primary principles, as the capital city is employing this new technology. It focuses on the interplay of street lighting and national icons and open spaces to distinguish the character and identity of the monumental core.

The Conceptual Lighting Framework includes the following components:

- **Monument, Memorial, and Civic Building Hierarchy:** a categorization of the capital city’s illuminated icons such as the U.S. Capitol Building and Washington Monument.
- **Open Space and Street Hierarchy:** a categorization of the capital city’s parks, open spaces, and streets included in the Streetscape Framework.
- **Streets with Symbolic Connections:** identifies streets that symbolically link nationally significant structures and open spaces, which may require special lighting considerations and guidance.
- **Streetlight Bulb, Color Temperature, and Brightness Principles:** general guidance on the appearance of streetlight bulbs within their fixtures, as well as the light quality emitted from the bulb.

Attachment 1: Character Area Example

(summaries of each agency's character areas are in progress)

U.S. Capitol Complex

Area size: 570+ acres *(see Character Area map for location)*

Land Use: The general land use of the U.S. Capitol Complex is congressional office buildings, historic national landmarks, grand public open spaces and other government functions.

Spatial Organization: The U.S. Capitol is the physical center of the District of Columbia and this historic L'Enfant Plan and several important streets. Pennsylvania Avenue; North, South, and East Capitol Street; and Maryland Avenue radiate outward from the Capitol Complex creating both a grid based and radial street network. In addition, the buildings of the complex are spatially oriented toward the U.S. Capitol Building, adding to its prominence in the area.

Views and Visual Relationships: Due to the design of radiating streets from the Capitol Complex and the U.S. Capitol Building's location on a prominent hill, the views to and from Capitol Square are significant and stunning. The peripheral buildings of the complex also help to reinforce the important views by their design and orientation to the U.S. Capitol Building.

Topography: The U.S. Capitol Building was built on a prominent hill and is easily visible above surrounding structures and areas of the city. This topographic difference is most noticeable on the west front of the U.S. Capitol Building. The change in grade in other areas of the complex is less noticeable as it is located between buildings.

Landscape and Vegetation: The Capitol complex has extensive landscape areas and vegetation for an urban area. The Capitol Square historic landscape including Olmsted walls and lanterns, Senate Parks, Union Square, the U.S. Botanic Garden, and Bartholdi Park are a few significant landscape areas and features that frame the Capitol complex.

Circulation: Circulation in and around the Capitol complex is often restricted due to security priorities. Some major streets are open to almost all vehicles, but many internal streets are closed to public traffic. This can make accessing the complex difficult and confusing. In addition, security measures added during major events can restrict more types of access to the complex.

Architectural Structures: *to be developed*

Landscape Structures: There are innumerable historic and fascinating landscape structures on the Capitol complex, including the Capitol Reflecting pool, monuments, memorials, Olmsted walls and lanterns, the Summerhouse, etc. These structures add significantly to the character of the complex and its streetscapes.

Attachment 2: New Scope of Work for Streets Beyond the 1992 National Mall Streetscape Manual Boundary (1992 Manual Boundary)

Monumental Core Urban Design Streetscape Framework Purpose:

The purpose of the *Monumental Core Urban Design Streetscape Framework* is to:

- (1) Jointly assess and coordinate federal and local plans and policies;
- (2) Improve interagency coordination within the monumental core;
- (3) Provide a conceptual framework for a limited number of nationally significant streets; and
- (4) Inform preparation of the *Monumental Core Conceptual Lighting Framework* (see below for more information).

The scope focuses on streets that are contributing to the *Plan for the City of Washington*, and radiate from, edge the perimeter of, or link nationally significant monuments, memorials, civic buildings, or open spaces. The Streetscape Framework organizes streets according to their level of:

- National interest,
- Desired streetscape consistency within the vicinity of the National Mall, and
- Sense of continuity on key streets within Washington’s monumental core.

As referenced above, the *Monumental Core Urban Design Streetscape Framework* will inform the *Monumental Core Conceptual Lighting Framework*. The purpose of the *Conceptual Lighting Framework* is to provide general guidance for street lighting within the monumental core. This guidance considers the relationship of street lighting to nationally significant monuments, memorials, civic buildings, and open spaces as well as the city’s new Smart Street Lighting project.

Monumental Core Urban Design Streetscape Framework Goals:

The goals of the *Monumental Core Urban Design Streetscape Framework* include:

- **Create a distinguished and accessible public realm of enduring quality** shaped by beautiful civic infrastructure, architecture, streets, parks, and waterfronts. (*Planning Together, 2009*)
- **Create or strengthen multiple visual and functional linkages that connect reservations and civic spaces within the monumental core to the rest of the city.** (*UD.B.4.3 Federal Urban Design Element, 2016*)
- Use Washington’s major avenues as a way to **reinforce the form and identity of the city, connect its neighborhoods, and improve its aesthetic and visual character.** (*UD-1.4.1 District Urban Design Element*)

Desired Outcomes:

Local and federal coordination on streetscape projects to achieve **coordinated and cohesive streetscapes** that achieves the *Monumental Core Urban Design Streetscape Framework* vision; and is consistent with the District’s or Business Improvement District’s streetscape standards and guidance.

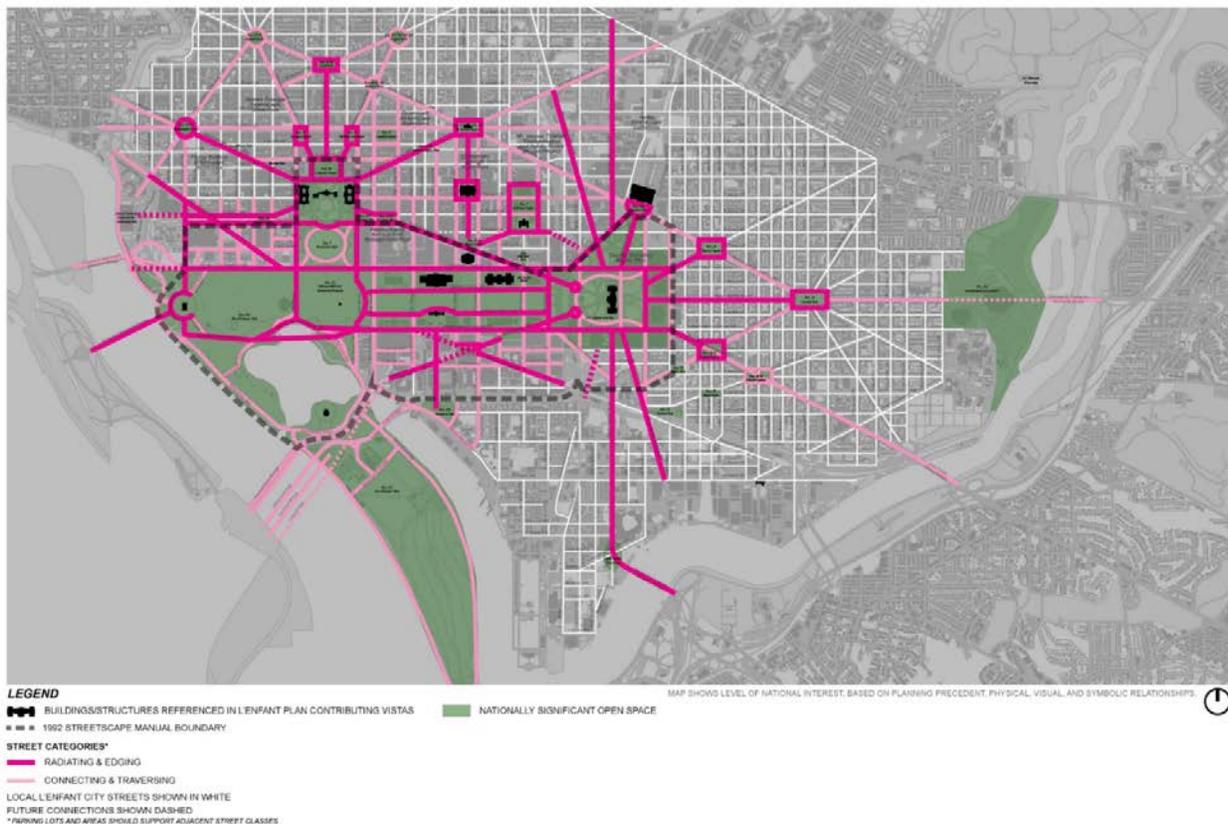
District Collaboration: Special Scope of Work for Streets beyond the 1992 Boundary

Purpose & Importance:

Collaboration with the District (DCOP/DDOT) is necessary and **important to achieve the desired sense of continuity** (across jurisdictional boundaries) for streets included in the *Monumental Core Urban Design Streetscape Framework*. Collaboration will advance *Planning Together* (City Center Action Agenda + Monumental Core Framework Plan) and federal and local policies to achieve cohesive streetscape character that integrates the local and federal city. This also provides an opportunity to document and consolidate information, and identify gaps and opportunities to highlight and distinguish neighborhoods and special areas not addressed through local plans created by the city or Business Improvement Districts (BIDs). It would also create more inviting and intuitive connections between Downtown, the National Mall, and the waterfront.

Area of Collaboration:

The *Monumental Core Streetscape Guidelines* and *Construction Manual* (to be developed/updated 2019-2020) expressly apply to streets within the *1992 National Mall Road Streetscape Manual* Boundary (1992 Manual Boundary). However, collaboration with the District is necessary to assess the desired continuity or distinguishing features and transitions between streets under local and federal jurisdiction, outside of the 1992 Manual Boundary. The image below identifies the 1992 Manual Boundary (in dashed grey) and the streets to be considered for collaboration (in magenta and pink).



Tasks & Timeline:

Federal and local agencies will collaborate on the following tasks:

1. **Internal Stakeholder Meetings:** Participation in “Extended” Monumental Core Streetscape Working Group meetings. **(Monthly or Quarterly)**
2. **Field Surveys:** Assess the existing conditions of nationally significant streets identified within the Framework map, particularly the streetscape transitions to areas or neighborhoods outside of the 1992 Boundary. **(fall 2018)**
3. **Streetscape Guidance Documentation:** Record and document relevant streetscape guidance from existing local policies, plans, projects (including BID streetscape guidelines), and institutional knowledge. **(winter 2018)**
4. **Assessment and Evaluation:** Federal and local collaboration to evaluate if, or to what degree, consistent streetscape elements are important or desired on nationally significant streets. Identify inconsistent guidance, gaps, or missing items that need to be addressed. **(early spring 2019)**
5. **External Stakeholder Meetings:** Meet with other stakeholders including the BIDS. Host public meetings to introduce the project. **(spring-winter 2019)**
6. **Streetscape Guidelines:** Develop guidelines for selected streets (e.g. 16th Street, North and South Capitol) to close streetscape guidance gaps. **(fall/winter 2019)**
7. **Administration:** Federal and local collaboration to develop recommendations for ways to ensure consistent streetscape review and implementation (e.g. add NCPC as a streetscape reviewer in TOPS, NCPC approvals process). **(TBD)**

Practice & Implications:

Collaboration will include:

- Assessing existing conditions and evaluating if or to what degree consistent streetscape elements are important or desired.
- Coordinating federal and local policies, plans, and projects.
- Identifying conflicting guidance, gaps, or missing items needed to guide streetscape continuity.
- Using the *Monumental Core Urban Design Streetscape Guide* to inform the planning, design, and implementation of future streetscape projects.
- Cross-referencing the *Monumental Core Urban Design Streetscape Guide* in related District documents published in the future to facilitate efficient coordination.

Collaboration will not include:

- Revision of existing streetscape guidelines or manuals, unless the District or a BID deem appropriate.

Attachment 3: National Mall Streetscape Interagency Working Group Comments

National Mall Streetscape Interagency Working Group representatives collaborated on the development of the Urban Design Streetscape Framework from spring 2018 through summer 2018. Working group members' comments on the latest draft of the Streetscape Framework are noted as follows:

- The NPS National Mall (NAMA) unit strongly recommended four street categories consisting of: (1) Symbolic/ Commemorative/ Cultural Roads, (2) L'Enfant Plan Roads, (3) Recreational Roads, and (4) Urban Roads, rather than the proposed three street categories of: (1) Radiating and Edging Streets, (2) Connecting and Traversing Streets, and (3) Local Streets. The NPS NAMA unit also commented that the Pennsylvania Avenue NHS should be its own character area. The Streetscape Framework currently includes the Pennsylvania Avenue NHS as a sub-area to the Downtown and Federal Triangle character areas.
- The DCOP commented in support of categorizing 8th Street NW (between the National Archives and Carnegie Library) as Radiating and Edging because of its important as a cross-axis in the L'Enfant Plan. Previously, CFA working group members did not support this. However, the latest draft of the Streetscape Framework does categorize 8th Street NW as Radiating and Edging Street. The DCOP suggested reinforcing that all street categories should have continuity among streetscape elements that unify streets and define the character of the city. To this point, DCOP suggested further describing local streets within the Streetscape Framework. DCOP also suggested identifying streets from which nationally significant structures (e.g. the US Capitol Building and the White House) can be seen as important gateway experiences.
- The GSA commented on streetscape elements recommending that wayfinding signs be more consistent in support of quick and easy pedestrian recognition and wayfinding; and that sidewalk cafes be included.

Attachment 4: Letter from the U.S. Commission of Fine Arts (May 2018)

U.S. COMMISSION OF FINE ARTS

ESTABLISHED BY CONGRESS 17 MAY 1910

401 F STREET NW SUITE 312 WASHINGTON DC 20001-2728 202-504-2200 FAX 202-504-2195 WWW.CFA.GOV

24 May 2018

Dear Mr. Acosta:

In its meeting of 17 May, the Commission of Fine Arts was pleased to hear an information presentation by the National Capital Planning Commission staff on the proposed update of the Streetscape Manual for the National Mall roads improvement program. The Commission expressed appreciation for the effort to revise the manual, and provided the following comments for its development.

In their discussion, the Commission members recognized that the manual, which has guided interagency cooperation since its creation in 1992, has become inadequate for many of the contemporary issues facing the National Mall and Washington, D.C. Therefore, they emphasized that the manual must be an adaptable document that can anticipate accommodation of technological and climatic change within the streetscape without being prescriptive. For example, they commented that new digital technologies and the form of associated infrastructure—such as antennas, signage, modifications to lighting, charging stations, or driverless vehicles—cannot be predicted before they are developed, and they cautioned that specific guidelines would soon be obsolete. They recommended instead that guiding concepts should be developed to embrace these changes, suggesting that an approach of adaptable or managed precision would help address such current issues as resilience and the effects of extreme weather on the infrastructure; this could include using performance-based criteria to evaluate new ecological technologies. While expressing support for mobile food and retail service along the roads of the monumental core, they suggested that a design competition for vendor carts and structures could improve their current makeshift appearance. Finally, they strongly recommended that a formal governance and oversight structure for enforcement of the plan is fundamental to ensuring the success of the program.

The Commission looks forward to review of the Streetscape Manual as a product of the planning effort for the protection and stewardship of this nationally significant urban landscape and its infrastructure. For the development of the next submission, please consult with the Commission staff which, as always, is available to assist you.

Sincerely,



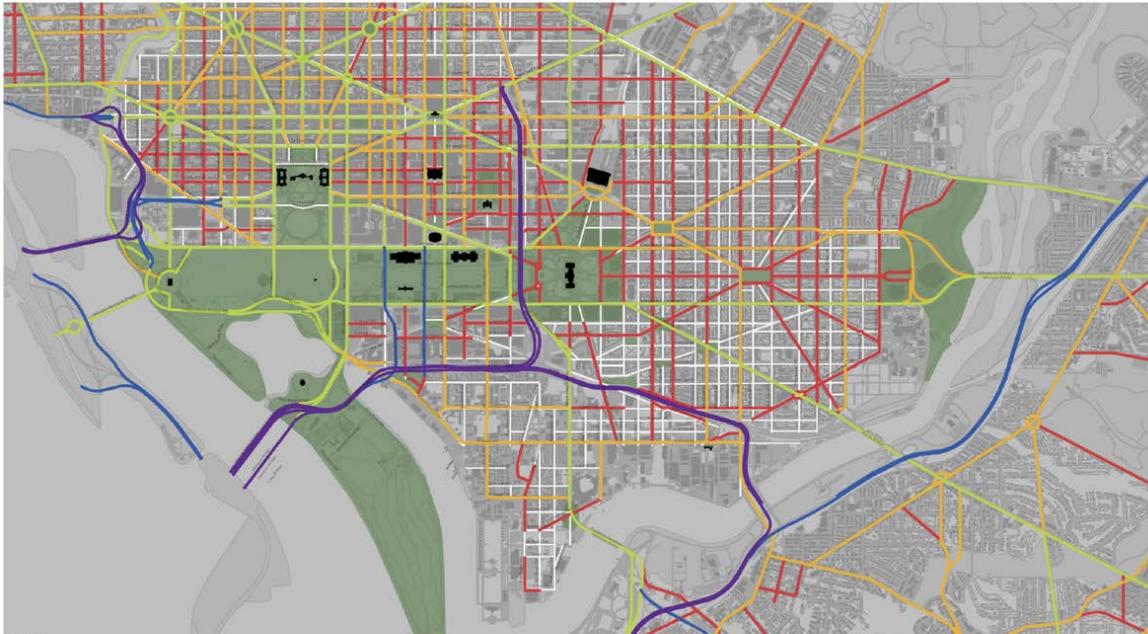
Thomas E. Luebke, FAIA
Secretary

Marcel Acosta, Executive Director
National Capital Planning Commission
401 9th Street, NW, Suite 500-N
Washington, DC 20004

cc: Laurin Lineman, Federal Highway Administration
Jeff Marootian, D.C. Department of Transportation
Peter May, National Park Service

Attachment 5: Reference Maps

i. DDOT Vehicular Functional Classification Streets Map (2016)



LEGEND

BUILDINGS/STRUCTURES REFERENCED IN L'ENFANT PLAN CONTRIBUTING VISTAS

DDOT FUNCTIONAL CLASS

- INTERSTATE
- FREEWAY/EXPRESSWAY
- PRINCIPAL ARTERIAL
- MINOR ARTERIAL
- COLLECTOR

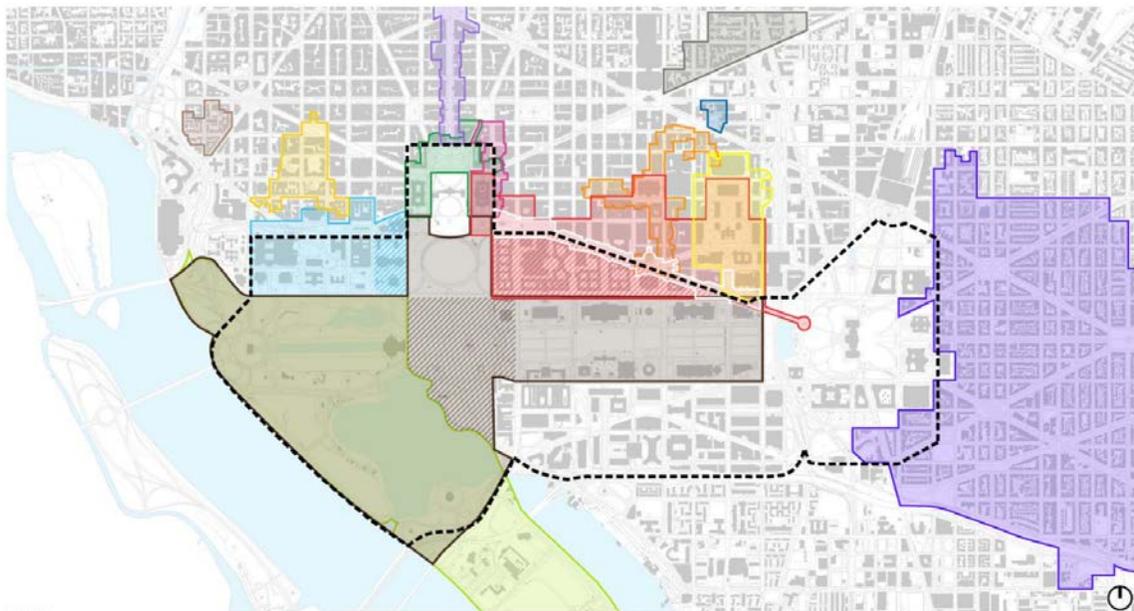
NATIONALLY SIGNIFICANT OPEN SPACE

FUNCTIONAL CLASS INFORMATION FROM DC OCTO GIS

*LOCAL AND UNCLASSIFIED STREETS SHOWN IN WHITE. GIS DATA DID NOT INCLUDE FUNCTIONAL CLASS INFORMATION FOR MPS OWNED STREETS

Functional Class

ii. Historic District Map (2017)



LEGEND

1992 STREETScape MANUAL BOUNDARY

NATIONAL MALL (NRDC)

NORTHWEST RECTANGLE (NR ELIGIBLE/DC)

SIXTEENTH STREET (NRDC)

FEDERAL TRIANGLE (NR ELIGIBLE/DC)

JUDICIARY SQUARE (NR ELIGIBLE) "OVERLAPS WITH DOWNTOWN AND PENNSYLVANIA AVENUE"

WASHINGTON MONUMENT GROUNDS (NR OVERLAPS WITH NATIONAL MALL)

SEVENTEENTH STREET (DC)

FINANCIAL (NRDC)

DOWNTOWN (NRDC)

CAPITOL HILL (NRDC)

EAST AND WEST POTOMAC PARKS (NRDC) "OVERLAPS WITH NATIONAL MALL"

LAFAYETTE SQUARE (NR/DC)

PENNSYLVANIA AVENUE (NRDC)

MOUNT VERNON TRIANGLE (NRDC)

MOUNT VERNON SQUARE (NRDC)

FOGGY BOTTOM (NRDC)

GWJOLD WEST END (NR)

MAP AND TABLE WERE CREATED IN WINTER 2017 USING DATA FROM THE NATIONAL PARK SERVICE AND D.C. HISTORIC PRESERVATION OFFICE. CHANGES MAY HAVE OCCURRED SINCE THIS DATE. PLEASE REFER TO THE NATIONAL PARK SERVICE AND D.C. HISTORIC PRESERVATION OFFICE FOR THE LATEST INFORMATION.

NHL - NATIONAL HISTORIC LANDMARK
NR - NATIONAL REGISTER OF HISTORIC PLACES
DC - DISTRICT OF COLUMBIA