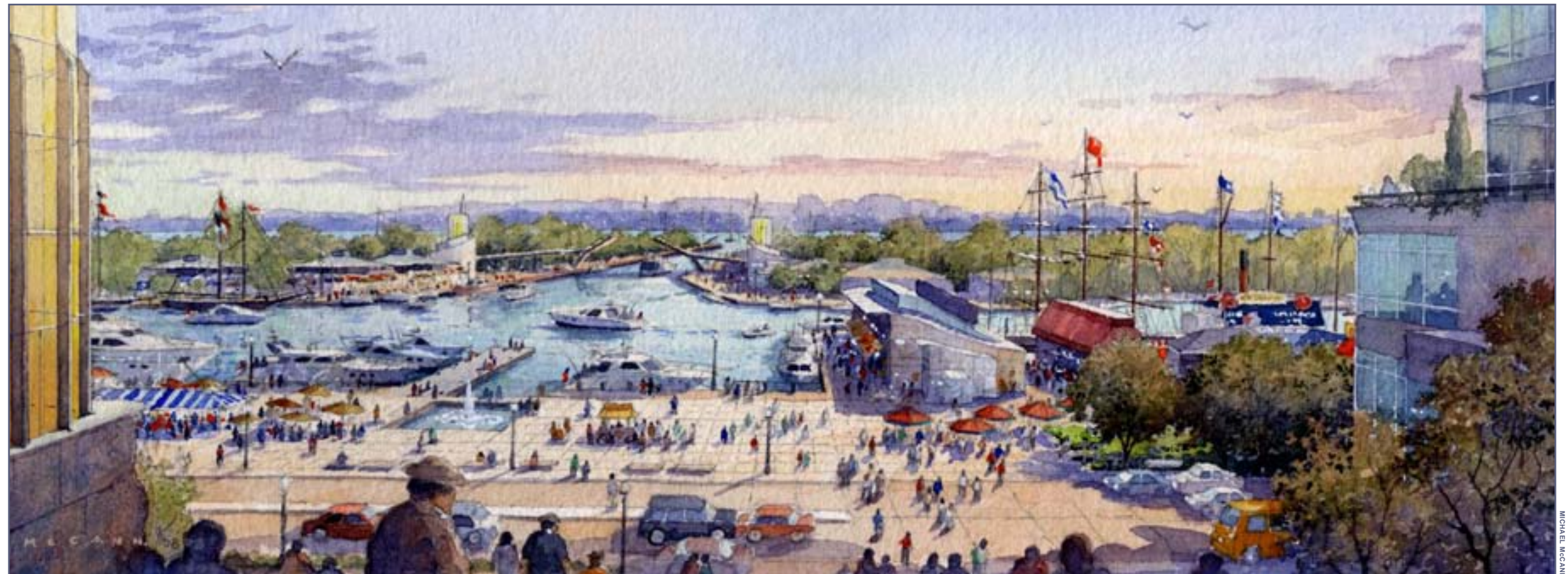
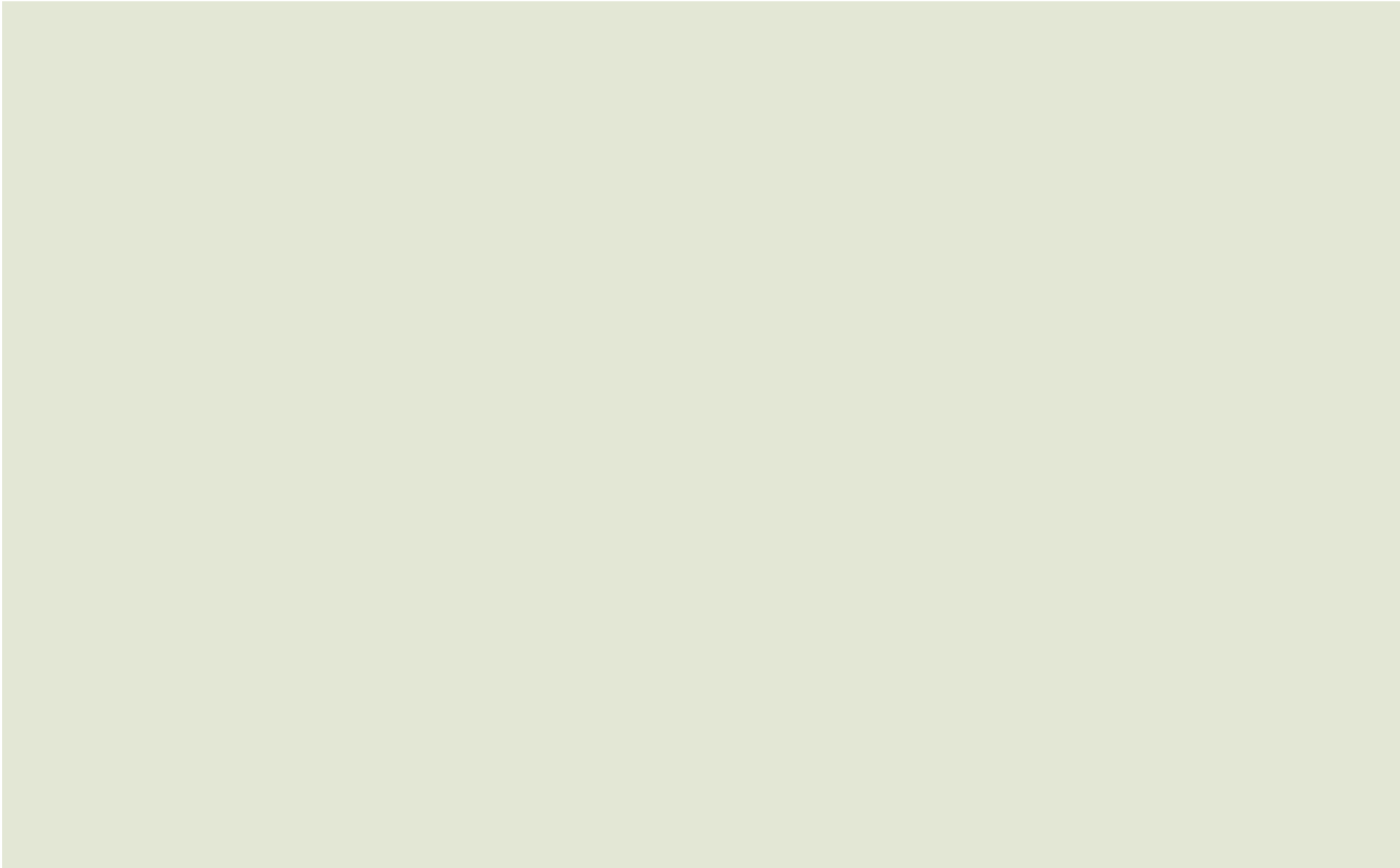




Achieving the Vision



MICHAEL MCCANN



The National Capital Framework Plan

Action Agenda

Sequencing Feasibility

In successful city planning, big and bold initiatives and small finer-grain moves collectively contribute to how people actually use the city. The National Capital Framework Plan offers preservation and development proposals of varying scope that will transform and unify the National Mall, the monumental core, and the city. These proposals range from extending museum visitor hours to realigning and tunneling highways and rail lines. While these grander goals may not be within the scope of an affected agency's mission, the plan's recommendations should be considered by agencies as future decisions are made related to overall space and facility needs.

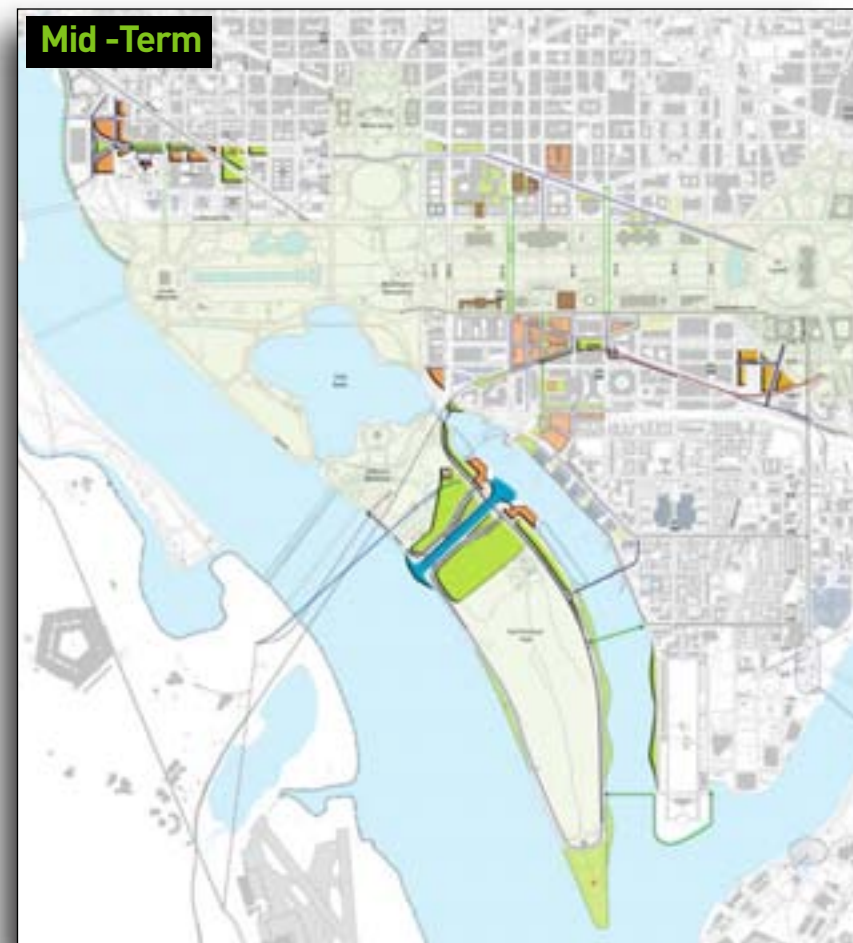
The plan focuses on strategies within the monumental core to bring the vision of the Legacy Plan and the Memorials and Museums Master Plan closer to implementation. The Framework Plan's recommendations consist of conceptual strategies that balance complex land use, transportation, and public space issues among federal and local interests.

Its purpose is to coordinate, prioritize, and prepare a general program to conduct future detailed planning studies for site-specific projects. Many of the plan's recommendations will involve studying alternative proposals, conducting detailed analysis, evaluating environmental impacts, and consulting with many parties. Compliance with the National Historic Preservation Act and the National Environmental Policy Act will be necessary to prepare development plans of sufficient detail to seek project approvals and funding for implementation.

The Framework Plan can serve as a tool to coordinate near-term and long-term initiatives to ultimately achieve a unified vision. There are numerous influences that will arise over time that will create an opportunity that may accelerate one initiative in front of another. The Framework Plan can help guide decisions as the city continues to evolve and change. It is important to begin planning for site-specific development so that the overall vision can be realized over time in the most effective and cost efficient manner.

The Framework Plan contains a variety of small and big initiatives that can be pursued as funding become available. Some initiatives are relatively inexpensive and can be easily achieved in a few years, while other initiatives are more complex and will require additional detailed planning, identification of funding, and time for construction. Some of the complex initiatives would only be considered when the useful life of a facility is close to its end. Others may be mid-term initiatives but their complexity warrants that detailed planning studies begin in the near-term. By keeping longer-term goals clearly in sight, earlier projects can move forward in a way that will support, not impede, the major infrastructure projects to come at a later date.

Sequencing feasibility diagrams identify one way in which the Framework Plan's recommendations can be coordinated to achieve a unified vision.



The National Capital Framework Plan

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Tools for Action

Organizational and Funding Tools

Implementation of the Framework Plan could 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 recommendations in the plan. The range of options includes individual federal agency initiatives, cooperative partnerships, 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 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. The result is widespread and varied benefits 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.

- Individual Agency Federal Initiatives – Using existing authorities and appropriated capital budgets, some of the objectives of the plan could be achieved through federal agency initiatives. Examples include the enhancement of adjacent outdoor spaces, signage, or programming of adjacent public space in connection with a planned building modernization project. Also, infill development that accommodates office expansion or consolidation for an individual agency would be appropriately funded by the benefiting agency.
- Cooperative Partnerships – Achieving some objectives of the plan could 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 leveraged to achieve a mutually beneficial goal. For example, a non-profit organization may work in partnership with the federal and local government to improve or program public space, or build a nationally significant memorial or museum. The federal and local governments, and the private sector, or some combination thereof could share costs to make street and park improvements, or even transit improvements.

- Private Development – Appropriately, the private sector would fund private development proposed over air-rights of the existing highways or rail lines, or build-out of street-level retail space in federal buildings. Depending on the location and type of project, these efforts would be undertaken in cooperation with the District of Columbia and/ or the federal government and the private sector. Appropriate entitlements would need to be established by the city, with NCPC review.
- Special Legislation – Perhaps the most flexible approach, Congress can enact special legislation to authorize a range of actions to meet specific objectives. This is appropriate in cases where an innovative approach is needed to authorize a detailed study, to allow a real estate action, to structure public private partnerships, to enter into a development agreement, or to 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 plan. The type of initiatives that would be appropriately implemented by a development corporation includes redeveloping federal facilities to increase density, to consolidate or expand federal office space, to make room for a nationally significant cultural institution, or to rebuild the street grid. Other significant initiatives would include realigning infrastructure to make room for federal office space, open space, or private development.

A development corporation should be comprised of federal and District of Columbia representation 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 and streamline decision making.

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. 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 neighborhood in downtown Washington. The other is the Presidio Trust, an entity which is managing the reuse of the historic Presidio in San Francisco, California. While either of these scenarios may or may not be an appropriate model, they are examples of how the federal government has organized its resources for specific development and land management functions.

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. There are a number of Executive Orders, existing legislation, and agency policies that promote economic and social sustainability of cities across the country. Generally, these policies and legislation have promoted sustainable urban development by allowing federal land and facilities to contribute to active civic life within local communities.

- **Federal Space Management, Executive Order 12072** promotes use of federal space to strengthen cities and make them attractive places to live and work, to improve their social, economic, environmental and cultural conditions, and to improve administration and management of federal agencies.
- **Federal Facilities on Historic Properties, Executive Order 13006** promotes use of historic buildings and properties for federal use to support Executive Order 12072 and the National Historic Preservation Act.
- **Section 110, National Historic Preservation Act of 1966** promotes 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 agencies to undertake planning to minimize harm to National Historic Landmarks that may be directly and adversely affected by their actions. This legislation was used to rehabilitate and restore the National War College at Fort McNair.
- **Section 111, National Historic Preservation Act of 1966** permits long-term leases and adaptive reuse for all or a portion of an asset 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 the Hotel Monaco and Poste 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. It also endorses public agency collaboration to promote the use of historic properties for heritage tourism and related economic development. It supports 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 National Capital Framework Plan

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- **The Public Buildings Cooperative Use Act of 1976** permits the creation of mixed uses in portions of federal buildings and co-location of federal offices and other cultural institutions or services. In the District, this tool was used to infuse retail activities into 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 the 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 to use for its own purposes.
- **Good Neighbor Program** sets forth the goal of making its 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 design for the use of public space; streamline and integrate security; improve the image and aesthetics; enhance access and circulation; access local resources; and evaluate, program and maintain public space.
- **First Impressions Program** advances the General Services Administration’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 looks to enliven public spaces such as lobbies and plazas through better programming and enhanced signage and landscaping.
- **Special Acts of Congress** can allow real estate transactions and structure public-private partnerships to meet specific objectives. The Southeast Federal Center Public-Private Development Act of 2000 is an example of special legislation that created a partnership between GSA and Forest City Washington to develop a mixed-use project on land fronting the Anacostia River. Also, in 1972 Congress created the Pennsylvania Avenue Development Corporation to guide and implement the redevelopment and beautification of Pennsylvania Avenue as the street we know today.

Next Steps

Some of the plan’s recommendations can be easily implemented and funded. Other recommendations are much more complex and funding should be incremental. In these cases, funding to conduct alternative analyses, feasibility studies, or more detailed planning and design studies will be required before decisions can be made on how to proceed. These studies are typically funded through direct appropriations and are required to assess the actual cost of implementation and the economic feasibility of site-specific initiatives.

There are at least three kinds of next step initiatives:

- On-going project coordination with initiatives underway by either the federal government, the District of Columbia, or the private sector;
- New projects that could be relatively easily accomplished;
- Feasibility studies to evaluate the impacts, costs and benefits of the more significant and complex proposals.

Some next step initiatives apply to the entire study area and some apply to individual precincts.

General

- G-1. Prepare a federal office street-level use report that includes 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 methodologies.
- G-2. Conduct a federal lands inventory within the District of Columbia that identifies opportunities for future federal office development. This study should address Comprehensive Plan Policy and agency requirements and location preferences (programming, access to Metro, security and operations).
- G-3. Update the Memorials and Museums Master Plan to reflect current conditions and Framework Plan recommendations.
- G-4. Prepare a report that documents and evaluates the current commemorative works policies and review process. The evaluation should address subject matter, funding, public participation, and coordination among federal and key stakeholders. The report should include potential improvements to policy and process necessary to achieve an exemplary commemorative landscape in the nation’s capital.
- G-5. Prepare a museum site study and a preliminary environmental assessment for museum sites identified in the National Capital Framework Plan and the Memorials and Museums Master Plan.

- G-6. Prepare an analysis of the general benefits and costs for specific strategies identified in the Framework Plan. By highlighting the value of these investments for the federal government and the city, this analysis will help develop support for the Framework Plan proposals.
- G-7. Prepare a report that documents and evaluates a range of organizational approaches to implement initiatives included in the Framework Plan. The evaluation should identify the issues, opportunities, and constraints associated with each alternative.
- G-8. Complete the DC Transit Alternatives Analysis study and develop a financial plan to outline funding strategies and sources for future planning and engineering phases. Include future facilities in the District FCIP and coordinate with WashCOG as necessary.
- G-9. Conduct a citywide Circulator demand analysis and financial plan to outline funding strategies and sources for future planning and implementation phases.
- G-10. Develop an integrated transit and visitor transportation proposal, business plan and marketing plan to plan and implement the future system.
- G-11. Develop a water taxi system request for concepts and request for proposals to solicit information to prepare a feasibility study and finance plan for a city water taxi service.
- G-12. Prepare site-specific intermodal transportation planning and engineering feasibility studies for the proposed L’Enfant Plaza, South Capitol Street traffic circle, the RFK Stadium, and 10th Street, NW.
- G-13. Examine tour bus management strategies, such as:
 - Prepare a Union Station Intermodal transportation center feasibility study that addresses tour bus parking, including peak season on-street parking and Capitol Complex transportation planning.
 - Identify appropriate locations for tour bus boarding on the National Mall.
 - Prepare a Center City Tour Bus Operations Plan that includes parking pricing strategies, advanced scheduling, information systems, and permitting, licensing, and enforcement services.
 - Establish an integrated tour bus operations and city transit network.

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Northwest Rectangle

- NWR-1.** Reinstate work on the second phase of the Kennedy Center Access Improvement Project Environmental Assessment. The purpose of this alternatives 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. The study should also assess new infill development, a waterfront park, and re-establishment of at-grade streets. The scope of the study should also be expanded to include alternative concepts for a new waterfront park between the Kennedy Center and the Lincoln Memorial.
- NWR-2.** Prepare a traffic study to evaluate the impacts and feasibility of redirecting traffic from Rock Creek Parkway to Potomac Freeway to reduce congestion along the waterfront route. Prepare a river esplanade enhancement plan for the Potomac Riverwalk and bike path between Georgetown and the Lincoln Memorial.
- NWR-3.** Prepare a feasibility study of incorporating public meeting and event space and interpretive exhibits for visitors at the historic Old Naval Observatory located at the Navy Bureau of Medicine and Surgery.
- NWR-4.** Prepare a preliminary environmental assessment that includes alternatives and a preferred concept improvement plan and cost estimate for E Street and the parks between 17th and the Kennedy Center. This area includes Rawlins Park, Whitman Park, and the new cultural site at the intersection of Virginia Avenue and 20th and 21st Streets. Prepare urban design guidelines to reflect the design principles for the preferred alternative.
- NWR-5.** Prepare a pedestrian, streetscape, and bicycle improvement plan and cost estimate for Virginia Avenue, Constitution Avenue, 17th, 20th, 21st, and 23rd Streets.
- NWR-6.** Prepare a preliminary environmental assessment for potential expansion space at the Department of State to evaluate benefits and costs.

Federal Triangle

- FT-1.** Re-institute the Old Post Office Site Adaptive Reuse Study. Prepare a feasibility study to determine the appropriate program for the site, how to accommodate the building's existing uses off-site (offices, food service, bike rentals), and the costs and benefits of reuse.
- FT-2.** Prepare a redevelopment feasibility study for the 900 block of Pennsylvania Avenue (FBI site). This study should address a range of alternative approaches for the site. For example, the site could be redeveloped to accommodate the FBI with publicly accessible ground-floor uses and a museum. Another alternative could be to relocate the FBI and reprogram the site for cultural, federal office, and commercial uses.
- FT-3.** Prepare concept designs and cost estimates for a Pennsylvania Avenue Public Space Improvement and Management Plan (from 1st to 15th Street) to accommodate existing and new civic activities, beautify the public spaces, and improve lighting and pedestrian safety to create an attractive urban park. This park would offer amenities for visitors, residents and workers, and address security needs for the federal properties located along the Avenue.
- FT-4.** Prepare a Federal Walk cultural plan to showcase the history, art, and architecture of the Federal Triangle and Pennsylvania Avenue, including a narrative about American governance.
- FT-5.** Support the District Department of Transportation's initiative to design roadway and streetscape improvements for 10th Street, NW from Constitution Avenue to H Street. This initiative seeks to enhance the transportation operations and pedestrian quality of the corridor including the bus terminal and to improve connections between downtown and the National Mall.
- FT-6.** Prepare a Metro entrance study to evaluate the demand, engineering feasibility, and cost and benefits for the two proposed entrances at the Federal Triangle and Archives-Navy Memorial-Penn Quarter Metrorail stations.

Southwest Rectangle

- SWR-1.** Prepare a detailed concept design plan, environmental assessment, and urban design guidelines for development of the 10th Street Overlook as a premier cultural and mixed-use destination. The plan should include a range of development alternatives, an analysis of costs and benefits, a feasibility analysis of developing above the freeway, and design performance standards to coordinate with adjacent development on the Southwest Waterfront and the L'Enfant Promenade.
- SWR-2.** Prepare a long-range redevelopment feasibility study and environmental assessment for the Forrestal Complex and environs (20-acre site between Independence and Maryland Avenues and 9th and 12 Streets, SW). This study should address a range of use programs and the costs and benefits of each including: (1) developing the air-rights and unused portions of the site; (2) redeveloping the site to accommodate the Department of Energy's future needs with publicly accessible ground floor uses and a museum site; and (3) potentially relocating the Department of Energy to another location in the District that meets the agency's needs and reprogramming the site for cultural, federal office, and commercial uses.
- SWR-3.** Prepare a redevelopment feasibility study and environmental assessment for the U.S. Postal Service Headquarters site. This study should address costs and benefits for a range of use programs for the site including infill development that provides for publicly accessible ground-floor uses or redevelopment of the site to accommodate the Postal Service, federal office spaces, and commercial uses.
- SWR-4.** Prepare a redevelopment report and urban design guidelines for Maryland Avenue. The report should 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 between 7th and 9th Streets. The urban design guidelines should include the physical parameters for the infill development opportunities and public spaces along the reclaimed Maryland Avenue, SW corridor.

The National Capital Framework Plan

Action Agenda

East Potomac Park

- EPP-1.** Prepare an East Potomac Park Metro station study to assess the demand, engineering feasibility, and cost and benefits of constructing a new Metrorail station at East Potomac Park.
- EPP-2.** Prepare an East Potomac Park Canal study to assess the feasibility, cost and benefits of constructing a canal across East Potomac Park to serve the Southwest Waterfront and evaluate the impacts to the park, the Washington Channel, and the Tidal Basin.
- EPP-3.** Prepare a Washington Channel study to assess the traffic operations and geometries associated with constructing a canal and building vehicular and/or pedestrian bridges connecting the park with the Southwest and Southeast neighborhoods.
- EPP-4.** Prepare an East Potomac Park Concept Master Plan that includes a shoreline restoration study that addresses seawalls, wetland habitat, and a continuous waterfront esplanade along the perimeter of the island.
- EPP-5.** Prepare a golf course redevelopment study that addresses an environmentally sustainable course design, maintenance and operations programs, additional clubhouse facilities and public space improvements, and reallocation of a portion of the land for active recreation uses.
- EPP-6.** Prepare a Washington Channel development plan study that addresses programming and development of indoor and outdoor recreational and cultural venues, the National Mall and Memorial Parks Offices, and visitor amenities and services.
- EPP-7.** Prepare a park operations, maintenance and management plan that includes operations and maintenance facilities (such as Park Police, grounds and equipment maintenance) and a management program to operate and care for the park.
- EPP-8.** Prepare a long-range development feasibility study to potentially relocate the National Park Services Regional Headquarters to another location in the District that meets the agency's needs and reprogramming of its current site for a flexible multi-purpose open space for recreation, festivals, and other public gatherings.
- EPP-9.** Prepare a Potomac River Crossing Transportation study to assess viable options for relocating and replacing the Arland Williams Bridge, the Rochambeau Bridge, the George Mason Memorial Bridge, the Metro Bridge, and the Long Railroad Bridge to improve transportation and pedestrian mobility and create new development and public gathering spaces.



Comments due by October 10, 2008

Please submit comments to:

National Capital Planning Commission
401 9th Street, NW
North Lobby, Suite 500
Washington, DC 20004
Attn: Elizabeth Miller

Comments may also be submitted via email to:
FrameworkPlan@ncpc.gov

**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 capital investment by federal agencies.

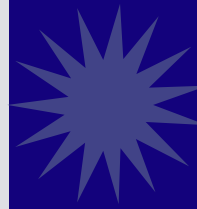
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**U.S. COMMISSION
OF FINE ARTS**



THE U.S. COMMISSION OF FINE ARTS advises the federal and District of Columbia governments on matters of art and architecture that affect the appearance of the nation's capital. The Commission's primary role is to advise on proposed public building projects, but it also reviews private buildings adjacent to public buildings and grounds of major importance. CFA also advises on the design of coins and medals and on the design of war memorials.

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National Capital Framework Plan

Destinations and Connections Beyond the National Mall

