

INTERRELATIONSHIP WITH OTHER PLANS AND PROJECTS

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The management of Pennsylvania Avenue is shared among NPS, GSA, NCPC, and DC. The avenue is managed to the 1974 *Pennsylvania Avenue Plan* and subsequent PADC planning. In addition, a number of plans and projects have a bearing on the future management and use of Pennsylvania Avenue.

FEDERAL PLANS AND PROJECTS

Architect of the Capitol

Pennsylvania Avenue NW terminates on the grounds of the U.S. Capitol, which is under the jurisdiction of the Architect of the Capitol. The *Capitol Complex Master Plan*, which addresses the Capitol, the U.S. Supreme Court, the U.S. Botanic Garden, and the Library of Congress, is a long-range vision, master plan, and implementation strategy for the maintenance, renovation, and improvement of the Capitol complex over the next 20 years. The planning principles ad-

dress stewardship, urban form and context, and workplace and visitor needs and issues.

The area north of Pennsylvania Avenue and east of 3rd Street is to be developed as the U.S. Senate Youth Park and U.S. Botanic Garden Education and Outreach Center. Pennsylvania Avenue at this location between 1st and 3rd Streets is used for parking.

National Capital Planning Commission

In 1997 NCPC prepared *Extending the Legacy*, which laid the groundwork for Congress to amend the Commemorative Works Act in 2003 to strengthen and clarify the act's purpose and to designate the Reserve area (NCPC 1997)*. The *Legacy* plan provides an overarching vision for the nation's capital that builds on the principles of the L'Enfant and McMillan Plans and is their successor. It calls for re-centering 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.

The 2001 *Memorials and Museums Master Plan* identifies more than 100 sites in DC for future commemorative works and cultural attractions, recognizing that the Reserve does not contain sufficient space to keep pace with our nation's evolving history and the need to commemorate its culture, heroes, and history in the future (NCPC 2001). Five of these sites have been selected for new memorials, including the U.S. Air Force Memorial and the Dwight D. Eisenhower Memorial. Sites identified along Pennsylvania Avenue include Freedom Plaza and the triangle

* As defined in the 2003 amendments to the Commemorative Works Act, the reserve is the great cross-axis of public space that extends west from the U.S. Capitol to the Lincoln Memorial, and from the White House to the Jefferson Memorial. Congress declared this area to be a substantially completed work of civic art.

at the intersection of Constitution and Pennsylvania Avenues.

The *Comprehensive Plan for the National Capital: Federal Elements* creates a planning framework with the following guiding principles: (1) accommodate federal and national activities, (2) reinforce smart growth and sustainable development and planning principles, and (3) support local and regional planning and development objectives (NCPC 2004a). NCPC and its partner agencies are currently reviewing the policies established in the *Federal Elements* part of the plan to ensure that they remain effective and support the most recent planning initiatives. This update will also include the addition of a new urban design element, which is intended to support recent work in improving federal building design and perimeter security, activating public spaces, and defining the role of federal buildings and land in supporting the character of the national capital region.

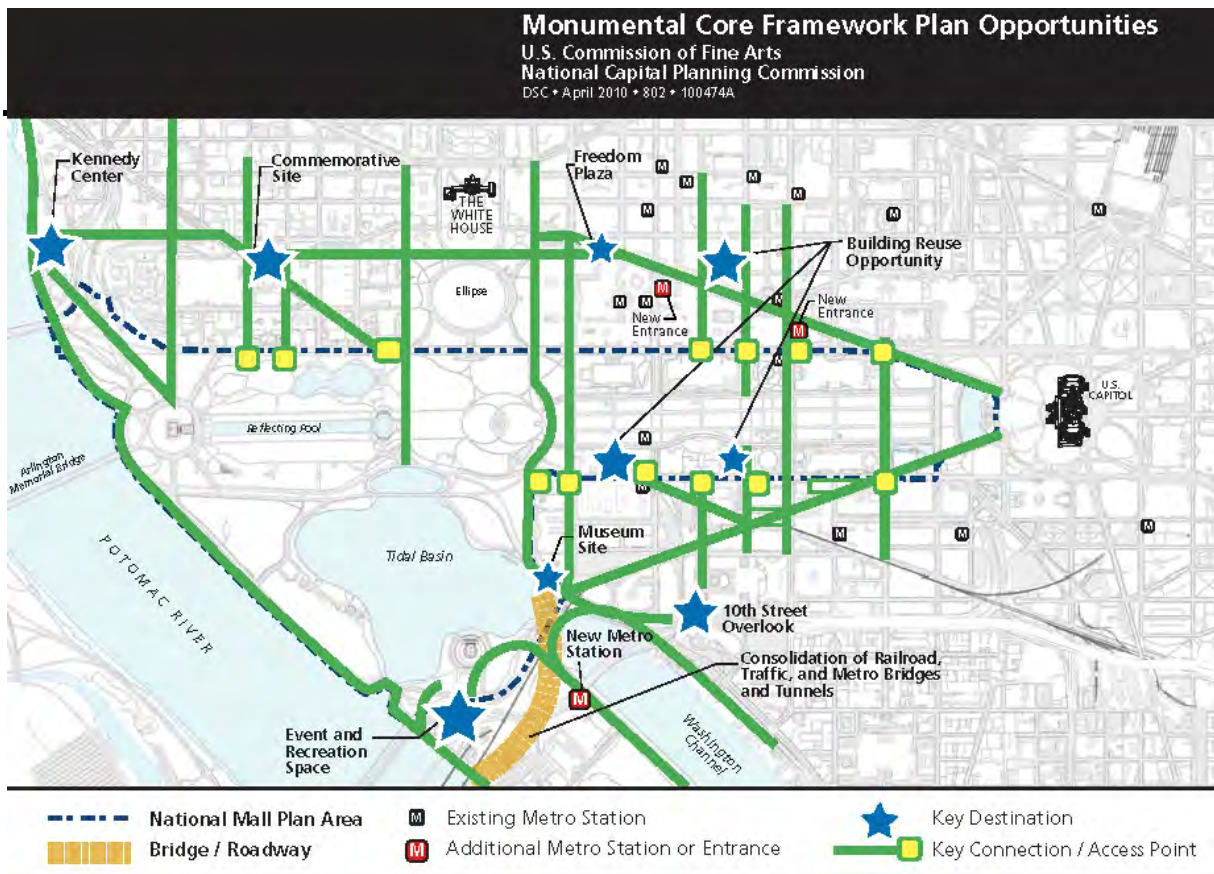
The draft of the new urban design element was released for public review and comment in January 2013 (NCPC 2013a). This element will

establish policies designed to make federal public spaces, campuses, and buildings more livable, functional, and sustainable. For Pennsylvania Avenue the draft policies state,

Promote and maintain Pennsylvania Avenue between the U.S. Capitol and the White House as a multimodal street bordered by an actively programmed, lively, pedestrian-oriented public realm that maintains the avenue’s important reciprocal views.

A draft of the *Visitors & Commemoration Element* of the *Comprehensive Plan: Federal Elements* was released for public comment in January 2013. This draft element provides new and updated policies related to national commemoration and other cultural attractions. The draft commemoration policies affirm that “visually or culturally prominent sites . . . along Pennsylvania Avenue [be reserved] for significant memorials of American history and culture” (NCPC 2013b).

Visitors should be accommodated in a way that ensures an enjoyable and educational experience, showcases the institutions of American culture and democracy, and supports federal



and regional planning goals. Policies generally include

- protecting the monumental core (as described in the *Legacy Plan* and the *Memoirals and Museums Master Plan*; NCPC 1997, 2001)
- providing visitor services (indoor and outdoor food service, retail) at appropriate locations
- providing visitor orientation centers in different areas
- supporting broad dissemination of information at locations frequented by tourists, such as hotel and transportation centers, and encouraging multilingual information
- balancing the needs of security and accessibility
- encouraging specialized learning
- encouraging visitor transportation and transit access, including shuttles to and from Metro stations; increasing awareness about long-term parking facilities; supporting better tour bus management in the monumental core; and increasing walking
- dispersing special events, promoting off-peak events, and coordinating events to minimize disruption

The goals and objectives of this document are compatible with the goals and policies of the *Comprehensive Plan* and the proposed revisions.

The *Monumental Core Framework Plan: Connecting New Destinations with the National Mall* is a joint effort of NCPC and the U.S. Commission of Fine Arts (NCPC 2009). It advances the vision articulated in the *Legacy* plan by focusing on areas around the city. The plan states,

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, . . . 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 architec-

ture, 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 (NCPC 2009).

To help achieve this goal, the *Framework Plan* recommends the development of a mixed-use destination on Pennsylvania Avenue at the Old Post Office and the J. Edgar Hoover Building, both of which are being addressed by GSA (see page 3).

Related to access and circulation, a long-term vision in the *Framework Plan* is to provide new Metro station entries at the Navy–Archives–Penn Quarter station (7th Street and Constitution Avenue NW) and at the Federal Triangle station. On April 2, 2009, the *Framework Plan* was approved. The Pennsylvania Avenue management plan has been coordinated with the development of the *Framework Plan*.

The *National Capital Urban Design and Security Plan* for Washington's monumental core and the downtown focuses on perimeter building security to protect employees, visitors, and federal functions and property from threats by unauthorized vehicles approaching or entering sensitive buildings (NCPC 2002). It specifically addresses the makeshift barriers and identifies various security design solutions, including "hardened" street furniture and landscaped planting walls, that can enhance local street-scapes, while still providing security. Security issues along Pennsylvania Avenue are further addressed by GSA in the 2012 draft "Federal Triangle Precinct Security Study" (see page 4).

National Park Service

National Mall Plan

The *National Mall Plan* was completed in the fall of 2010 and is now being implemented. Actions called for in the plan include improvements to better accommodate the needs of First Amend-

ment demonstrations and special events; to improve natural and cultural resource conditions; to redesign the Sylvan Theater area of the Washington Monument grounds and Constitution Gardens (both part of a design competition sponsored by the Trust for the National Mall), as well as the Mall, the Tidal Basin, and other areas; to facilitate access and circulation; to enhance visitor experiences; and to improve park operations. Union Square was also included in the *National Mall Plan*, but Congress transferred jurisdiction of the site to the Architect of the Capitol in 2011.

Tour Bus Study

In 2012 NPS received a Paul S. Sarbanes Transit in Parks grant from the Federal Transit Administration to conduct a two-year study of bus operations in central Washington. The study will make recommendations to improve tour bus operations. The study is being coordinated with the DC Department of Transportation, the DowntownDC BID, and Destination DC.

Visitor Transportation Study

NPS prepared an *Environmental Assessment for a Visitor Transportation Study for the National Mall and Surrounding Park Areas* in 2006 (NPS 2006). The study recommends a convenient visitor transportation service that will help protect park resources and ensure high-quality visitor experiences by offering a sustainable, educational, integrated, and affordable transportation network for park visitors. At the time of the study, it was expected that the service would replace the interpretive hop-on / -off service known as Tourmobile, which has been replaced by an interim bus system. The plan proposes an integrated, easy-to-use system with basic orientation and a choice of additional educational / interpretive services. NPS is working closely with the DC Department of Transportation to establish a public transit Circulator bus route on the National Mall. All visitor transportation service should be more frequent and at a lower cost. Additional convenient stops should provide connections at Metro stations. All alternatives in this document are consistent with the proposed transportation service.

The White House and President's Park

The goal of the *Comprehensive Design Plan for the White House and President's Park* (NPS 2000) is to improve the efficient functioning of the Office of the President, to preserve and enhance the symbolic and historic character of the site, and to improve the experience of the American public and all visitors who come to the house, the grounds, and the surrounding President's Park. The plan emphasizes a pedestrian-oriented experience within President's Park, and the White House Visitor Center in the Commerce Building would be expanded. Any actions taken under the Pennsylvania Avenue management plan would complement the *Comprehensive Design Plan for the White House and President's Park*.

The *Design Guidelines for the White House and President's Park* (NPS 1997) provide a framework of mutually agreed upon tenets that guide, but do not dictate, future designs. The White House and President's Park will continue to exhibit a sense of unity and to be an integral element of the urban fabric, with a direct connection to DC, the monumental core, and Pennsylvania Avenue.

U.S. Department of Transportation

The *Tour Bus Management Initiative* examines the impact of tour buses, explores best practices, identifies potential strategies, recommends counting methods and locations to get a better sense of the demand, and recommends the completion of a plan (US DOT 2003). The initiative identifies a shortage of parking and loading/unloading space, associated traffic and safety issues, adverse environmental impacts from buses, and obstruction of view corridors. Some potential strategies include increased peripheral parking outside the monumental core and downtown, centrally located parking facilities, encouraging walking among clustered destinations, pricing strategies for parking or permits/licenses, and defined routes and driver facilities/shuttles between parking lots and hotels. The NPS tour bus study discussed previously will update the findings of the 2003 study.

U.S. General Services Administration

Federal Triangle Precinct Security Study

GSA would develop coordinated perimeter security for federal buildings, as recommended in the draft “Federal Triangle Precinct Security Study” (US GSA et al. 2012). The approved design for the U.S. Department of Commerce provides a model for future security measures.

J. Edgar Hoover Building

In December 2012 GSA issued a request for information to seek responses from the development community on exchanging the J. Edgar Hoover Building (the present Federal Bureau of Investigation headquarters) for a new, consolidated headquarters at another location in the GSA National Capital Region (US GSA 2012a). This would leave a 6.7-acre site along Pennsylvania Avenue that could be redeveloped, and the property, which is zoned for office, retail, housing, mixed-use, and public buildings would be disposed of by GSA to the private sector. Redevelopment would be subject to the National Environmental Policy Act and compliance with section 106 of the National Historic Preservation Act.

Old Post Office Building

The Old Post Office, which consists of approximately 465,000 square feet, is listed on the National Register of Historic Places and is also a contributing element of Pennsylvania Avenue NHS. GSA proposes to redevelop the building under the authority of the Old Post Office Redevelopment Act of 2008 (PL 110-359). Following an open competition, Trump Old Post Office, LLC, was selected to redevelop the building. As proposed, the project would convert the historic building and adjacent annex from a combination of office and retail uses to a luxury hotel and conference facility. Access to the hotel would be provided from 11th Street and Pennsylvania Avenue. In addition to guest rooms and suites, the complex would include two or three restaurants, a spa, meeting and banquet facilities, a gift shop, and the newly dedicated Congress Bells Museum. The existing 315-foot clock tower would continue to be open to the public through NPS-run tours and access. GSA

has completed compliance for the Old Post Office building redevelopment (US GSA 2012b) and issued a “Finding of No Significant Impact” in May 2013 (US GSA 2013).

In 2013 NPS transfer the plaza in front of the Old Post Office and related sidewalks to GSA jurisdiction in order to expedite the redevelopment of the site, including public use along Pennsylvania Avenue.

DC PLANS AND PROJECTS

Center City Action Agenda

The DC *Center City Action Agenda 2008* identifies challenges and actions needed to ensure the vitality and vibrancy of central Washington. It recognizes the great opportunity to develop well-connected and distinct areas in a rapidly expanding downtown area. The plan recommends investment in key places, corridors, and transit to ensure economic vitality, sustainability, and cultural diversity (DC 2008).

Bicycle Master Plan

The *District of Columbia Bicycle Master Plan* generally recommends more and better bicycle facilities, including a bike route system with more bike facilities on roadways; more bicycle-friendly policies; and more bicycle-related education, promotion, and enforcement (DDOT 2005). Additionally, it suggests upgrades of roadways and multi-use trails; improved bridge access; bike-friendly traffic calming (e.g., clearly marked intersections); exclusive bus and bicycle lanes; and intersection safety and visibility improvements to better accommodate bicycling.

One of the proposals of the plan that has been implemented throughout DC is Capital Bike-share. There are six stations on the National Mall and four stations near Pennsylvania Avenue (14th and D Street, 10th and Constitution, 10th and E Street, and 8th and D Street).

Pedestrian Master Plan

The 2009 *Pedestrian Master Plan* identifies pedestrian potential, as well as problems to be addressed, such as walking along roadways and crossing roads (DDOT 2009). The plan recommends improved pedestrian access and safety at

controlled crossings and intersections to meet the needs of pedestrians of all ability levels, as well as programs that support pedestrian travel. The related vision statement fits well with Pennsylvania Avenue plan objectives:

Washington, DC will be a city where any trip can be taken on foot safely and comfortably, and where roadways equally serve pedestrians, bicyclists, transit users and motorists.

In accordance with recommendations in the *Pedestrian Master Plan*, pedestrian signals along Pennsylvania Avenue (5th to 13th Streets) were adjusted to provide sufficient time to allow pedestrians to cross the roadway in one walk signal.

DC's Transit System Future Plan

In partnership with the Washington Metropolitan Area Transit Authority, the DC Department of Transportation is proposing a network of streetcar lines operating in corridors throughout DC. In most cases streetcars would share travel lanes with car traffic; however, in some cases, streetcar vehicles could use available rights-of-way and use exclusive transit-only lanes. The proposed north-south corridor streetcar line is planned to cross Pennsylvania Avenue. The streetcar line in Anacostia is under construction, and the line on H Street NE is scheduled to begin operation soon.

INTERAGENCY PLANNING EFFORTS

CapitalSpace

Washington, D.C., has more than 7,650 acres of public parks, ranging from Rock Creek Park to small neighborhood parks, playgrounds, and ballfields. NCPC, NPS, and DC have formed CapitalSpace to enhance existing plans for DC parks by coordinating initiatives to develop a citywide framework to achieve the full potential of a beautiful, high-quality, and unified park system (NCPC et al. 2008). All of the areas managed by the National Mall and Memorial Parks provide active and passive recreation. The CapitalSpace initiative includes maps that provide a comprehensive analysis of access to various existing park resources, including active recreation fields, natural resources, and passive recreation amenities.

CapitalSpace envisions a beautiful, high-quality, unified park system for the nation's capital that

- is safe and accessible to everyone who lives in, works in, or visits the city
- includes a variety of parks and open spaces that connect communities
- incorporates stewardship and celebration or natural, cultural, commemorative, and historic spaces
- provides a diversity of active and passive recreation
- contributes to a healthy, sustainable, and livable city
- serves as a national and international model of citizen engagement and collaboration

The Pennsylvania Avenue management plan is compatible with these objectives.

Planning Together for Central Washington

Planning Together for Central Washington is a collaborative effort of the Architect of the Capitol, the Commission of Fine Arts, DC, NCPC, and NPS to create a welcoming atmosphere with well-connected public spaces, and beautiful, distinguished places of enduring quality that are green and sustainable (NCPC 2008). Each of these agencies has undertaken major planning initiatives for central Washington, which provide a framework to coordinate planning and investment, thus ensuring that central Washington continues to serve as a model for the nation and the world through its cultural venues, its architecture and open spaces, its vibrant walkable neighborhoods and public transit, and its national and international presence. While each initiative reflects the mission and goals of its sponsoring agency, the plans share core objectives and implementation priorities.

Common objectives that the agencies have adopted include the following:

- *Welcoming Atmosphere* — Create an atmosphere that embraces local citizens and visitors, statesmen, foreign dignitaries, and the global media. Celebrate the warmth of a friendly town, the dignity of a seat of gov-

ernment, and the vibrancy of a progressive international city. Provide opportunities for the exchange of ideas, citizen action, enjoyment, and meaningful encounters and events. Create public spaces that are attractive year-round as well as programs and services that are accessible and easy to use.

- *Well-Connected Public Space* — 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, interpretive and wayfinding systems, and engaging views. Meet the highest standards for design, construction, and maintenance.
- *Distinctive Places* — Create or renew neighborhoods and public places to provide a mix of uses and experiences that are authentic, diverse, and reflect the city's history and culture. Devote attention and infrastructure reinvestment to ensure that the National Mall remains a destination worthy of its civic, historic, and symbolic role in serving the city and the nation. Refurbish historic government facilities and sites that serve the American people and house the three branches of government.
- *Green and Sustainable* — Achieve a livable, healthy, and sustainable environment with clean air, water, and soil by using model development and maintenance practices. Apply an integrated ecological approach to implement emission-control programs, plant trees, preserve and connect open spaces, encourage green and sustainable building practices, reduce pollutants, conserve energy, and reuse and recycle water and materials.
- *21st Century Transportation* — Establish a comprehensive, flexible, convenient, and coordinated network of public and visitor transit options — subway, light rail, streetcar, bus, water taxi — linking central Washington destinations to support economic investment and environmental health. Upgrade public infrastructure to encourage walking and bicycling, and develop comprehensive travel demand management programs to reduce congestion, improve air quality, and address parking and tour bus issues.

The Pennsylvania Avenue management plan is compatible with these objectives.

Washington Metropolitan Area Transit Authority

WMATA is currently addressing localized flooding affecting transit grates in central Washington.

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