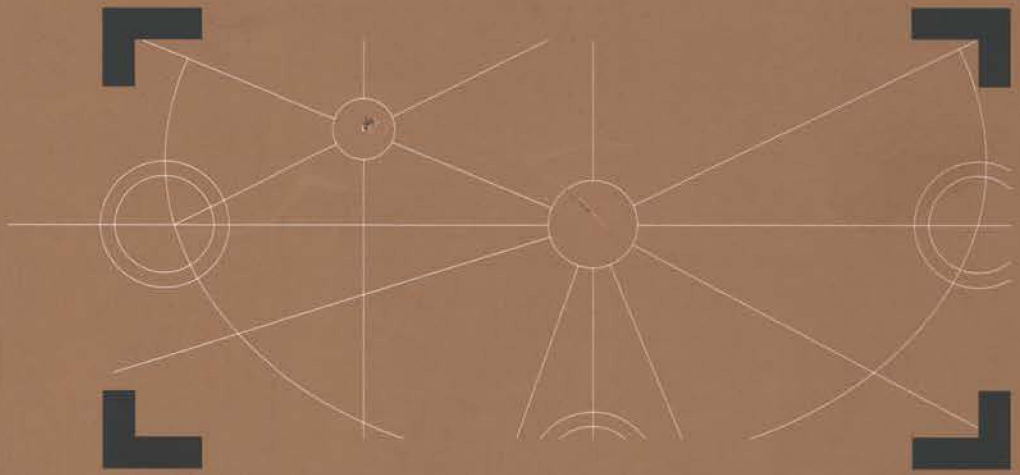
MEMORIALS AND MUSEUMS MASTER PLAN



NATIONAL CAPITAL PLANNING COMMISSION

ZONING COMMISSION
District of Columbia
Case 96-3 189-1
Exhibit 87-

DRAFT SUMMARY

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INTRODUCTION

PIERRE L'ENFANT CONCEIVED OF WASHINGTON AS A SYMBOLIC LANDSCAPE THAT WOULD SERVE SIMULTANEOUSLY AS "THE CAPITAL OF THIS VAST EMPIRE" AND AN EMBLEM OF THE NEW DEMOCRATIC EXPERIMENT UNDERWAY IN AMERICA. SO OVER A NETWORK OF SWEEPING CEREMONIAL BOULEVARDS, EXPRESSIONS OF THE NATION'S OPENNESS AND GRAND ASPIRATIONS, HE LAID A GRID OF NARROWER NEIGHBORHOOD STREETS REPRESENTING THE CONVERGENCE OF FEDERAL AND LOCAL INTERESTS. AND WHERE THE TWO INTERSECTED HE PROPOSED CIRCLES, SQUARES AND OTHER PUBLIC SPACES TO SERVE AS FOCAL POINTS OF CIVIC AND COMMUNITY LIFE.



THE MCMILLAN PLAN, THE LEGACY PLAN AND NOW THE **MEMORIALS AND MUSEUMS MASTER PLAN** ALL REPRESENT EXTENSIONS AND REFINEMENTS OF L'ENFANT'S IDEAS.

THE MCMILLAN PLAN OF 1901 INSPIRED THE MALL AS WE KNOW IT TODAY, EXTENDING IT AS FAR AS THE POTOMAC RIVER AND SURROUNDING IT WITH A SUPERB SYSTEM OF PARKS AND GARDENS THAT EXTEND BEYOND THE ORIGINAL CITY.

THE LEGACY PLAN OF 1997 CALLED FOR RECENTERING WASHINGTON ON THE CAPITOL AND ENCOURAGED THE DISTRIBUTION OF NEW MUSEUMS AND MEMORIALS TO ALL QUADRANTS OF THE CITY.

THE **MEMORIALS AND MUSEUMS MASTER PLAN** SUPPLIES A NEW RATIONALE FOR THIS DISTRIBUTION SO THAT FUTURE GENERATIONS OF AMERICANS WILL HAVE AN ABUNDANT SUPPLY OF SITES FOR THEIR OWN COMMEMORATIVE AND CULTURAL PURPOSES. CURRENTLY, MEMORIAL SITES ARE CONSIDERED TO BE MORE SIGNIFICANT IF THEY ARE IN CLOSE PROXIMITY TO THE MALL. THE MASTER PLAN EXPANDS THE DEFINITION OF SIGNIFICANT SITES TO INCLUDE THOSE THAT HAVE IMPORTANT VISUAL AND SYMBOLIC CONNECTIONS TO THE CAPITOL, THE WHITE HOUSE AND OTHER NATIONAL LANDMARKS.

IT ENCOURAGES THE CREATION OF NEW TYPES OF MONUMENTS AND MEMORIALS—PLAZAS, GARDENS, WATERWORKS, RENOVATED BUILDINGS—THAT GO BEYOND EQUESTRIAN STATUES AND NEO-CLASSICAL TEMPLES. AND IT SEEKS TO ACHIEVE PUBLIC CONSENSUS ON APPROPRIATE COMMEMORATIVE SITES.

THE **MEMORIALS AND MUSEUMS MASTER PLAN** IS A COLLABORATIVE EFFORT OF THE NATIONAL CAPITAL PLANNING COMMISSION, THE COMMISSION OF FINE ARTS AND THE NATIONAL CAPITAL MEMORIAL COMMISSION. IN 1997 THESE THREE FEDERAL AGENCIES FORMED A JOINT TASK FORCE TO EXPLORE THE FUTURE OF MEMORIALS AND MUSEUMS IN WASHINGTON, WITH NCPC DIRECTED BY CONGRESS TO DEVELOP A MASTER PLAN. IN THAT EFFORT THEY HAVE BEEN ASSISTED BY NATIONALLY RECOGNIZED PLANNERS AND URBAN DESIGNERS AS WELL AS LOCAL CIVIC AND COMMUNITY GROUPS. THEY HAVE ALSO DRAWN EXTENSIVELY ON WORK ALREADY DONE, NOT ONLY IN THIS DECADE BUT DATING BACK TO THE FOUNDING OF THE CITY. THE DOCUMENT IS NOT AN EXPEDIENT CREATION OF THE MOMENT, THEREFORE, BUT A PLAN WITH A PEDIGREE THAT STRETCHES BACK MORE THAN 200 YEARS.

PLAN HIGHLIGHTS

THE NEW MEMORIALS AND MUSEUMS MASTER PLAN, LIKE THE LEGACY PLAN THAT PRECEDED IT, RESPONDS CREATIVELY TO PROJECTED OVERBUILDING IN THE MONUMENTAL CORE. IF HISTORIC TRENDS CONTINUE, AT LEAST 50 MAJOR COMMEMORATIVE WORKS COULD BE CONSTRUCTED IN THE NEXT 50 YEARS, WHICH IS FAR TOO MANY FOR THE MALL AND THE MONUMENTAL CORE TO ABSORB. BOTH PLANS RECOMMEND RESTRICTING FUTURE BUILDING ON THE MALL AND DISTRIBUTING NEW MEMORIALS AND MUSEUMS TO OTHER PARTS OF THE CITY. YET THE MEMORIALS AND MUSEUMS MASTER PLAN TAKES THE RECOMMENDATION FURTHER IN FOUR SIGNIFICANT WAYS.

ONE It calls for amending the existing Commemorative Works Act to include a Reserve. If approved by Congress, an area extending from the Capitol to the Lincoln Memorial and the White House to the Jefferson Memorial would be off limits to new museums and memorials. The three principal review agencies—the National Capital Planning Commission, the Commission of Fine Arts and the National Capital Memorial Commission—have already adopted policies that say No to all new commemorative proposals in this zone. The adjacent federal land, known as Area I, will be enlarged slightly while continuing to accommodate works of "preeminent historic and national significance." Additional museums and memorials will be urged to locate outside these two areas, on riverfronts, overlooks and major corridors into the District.



Small memorials, like the one above, will dot the Potomac and Anacostia waterfronts. The Reserve, in red (below), will be off limits to new memorial sites. The adjacent federal land, in yellow, will be restricted to memorials of preeminent historic and national significance.



TWO The plan creates a new geography of commemoration for Washington, keyed to major streets, avenues and topographical features. The most important element is a Waterfront Crescent encompassing major open spaces along the Potomac and Anacostia Rivers. Nearly one-third of the sites in the plan's inventory are in this zone. They are complemented by a network of Monumental Corridors—Pennsylvania, Maryland and New York Avenues and North, South and East Capitol Streets—that provide important visual and symbolic connections to the Capitol, the White House and other landmarks.

The plan pays special attention to the city's notable topographical features, including Rock Creek Park, McMillan Reservoir and Brentwood Park. Through the strategic placement of memorials and museums, it also connects communities across the Anacostia River and the Florida Avenue escarpment to the Monumental Core.

THREE The plan identifies and evaluates 102 potential sites, of which 19 are considered Prime Sites appropriate for a major museum or memorial. These evaluations, included in the Technical Report, identify the size, location, transit connections, cultural and historical resources and possible economic benefits of each site. With this information in hand, sponsors and review agencies will be able to discern quickly whether or not a particular project is suitable for a particular location.

FOUR Like the L'Enfant Plan, the **Memorials and Museums Master Plan** combines big and little, grand and ordinary. It identifies urban sites and pastoral ones, those on working waterfronts and those in quiet neighborhoods, large sites with high visibility and small ones waiting to be discovered. At the same time, it remains primarily a federal plan developed by the National Capital Planning Commission and the Joint Task Force on Memorials. Of the 102 proposed sites, only 21 are on District or private land. Yet because the latter are so integral to the overall commemorative framework, and potentially so valuable to adjacent communities, federal and District representatives are working on a joint strategy to include them in the final plan. The District is also developing a review process for proposed memorials on it own land.





Improvements to the intersection of New York and Florida Avenues (above right) offer an opportunity for a major memorial. The redesign of the area around the Anacostia Metrorail station (below) could become a focus of neighborhood renewal.

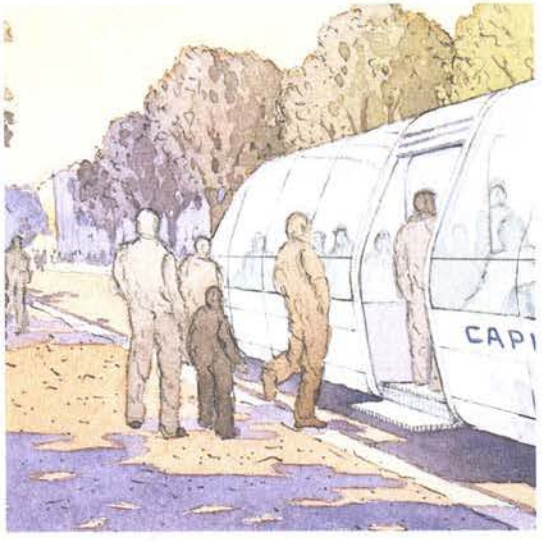


ALTHOUGH 74 OF ITS 102 SITES ARE FEDERAL, THE **MEMORIALS AND MUSEUMS MASTER PLAN** BENEFITS ALL OF WASHINGTON—WATERFRONTS, BOULEVARDS, PARKS AND NEIGHBORHOODS. THE **WATERFRONT CRESCENT** WILL CONNECT KEY SITES ALONG THE POTOMAC AND ANACOSTIA RIVERS FROM GEORGETOWN TO KENILWORTH, CREATING A NECKLACE OF COMMEMORATIVE SPACES TO COMPLEMENT THE FORMALITY OF THE MALL AND TO REINFORCE ONGOING EFFORTS TO LINK WATERFRONT PARCELS. THESE SITES WILL ATTRACT RESIDENTS AND VISITORS BACK TO THE RIVERS, WASHINGTON'S GREATEST AND MOST NEGLECTED NATURAL RESOURCE.

The enhancement of Washington's Monumental Corridors will go hand-in-hand with the creation of new Civic Gateways to make the experience of arrival and departure more memorable. North and South Capitol Streets, New York, Georgia and Maryland Avenues and the Anacostia Freeway are only a few of the approaches that can be improved as a result of the master plan.

The 1997 Legacy Plan recommended sweeping transportation improvements to create a more unified, beautiful and equitable city. In addition to expanding Metro capacity and adding light rail, the plan recommended a supplementary system of circulators, water taxis and bicycle paths to help tourists and commuters move easily around the Core. For the new memorial and museum sites to work, visitors must be able to reach them conveniently, which makes the proposed transportation improvements even more critical.





A revitalized South Capitol Street, linking the Capitol to the Anacostia River, could integrate museums and memorials with new shops, offices and housing. The proposed Circulator (left) could connect key museums and memorials to Metrorail and water taxi stops.

Washington's museums and memorials attract 21 million visitors annually, producing $4.2 billion in revenue. Cultural tourism is second only to government as a share of the regional economy. Yet these benefits are concentrated on the Mall, which is surrounded by official buildings that offer few opportunities for visitors to spend extra money. One reason for distributing new memorials and museums throughout the city is to increase opportunities for direct spending on hotels, restaurants, shops, theaters and transportation. While these attractions are rarely money machines—the average visitor to the Smithsonian shops spends only $1.24—when strategically integrated with stores, offices, housing and development they can produce substantial economic benefits.

The U.S. Navy Memorial, for example, was developed as part of the Pennsylvania Avenue Development Corporation's restoration of America's Main Street. It is a lively urban plaza surrounded by restaurants, shops, galleries and apartments. Visitors come to the memorial for a concert or other special event, decide to stay around for lunch, then wander past the shops and galleries on neighboring streets. While the Navy Memorial did not cause the redevelopment of this key area, it has clearly reinforced it.

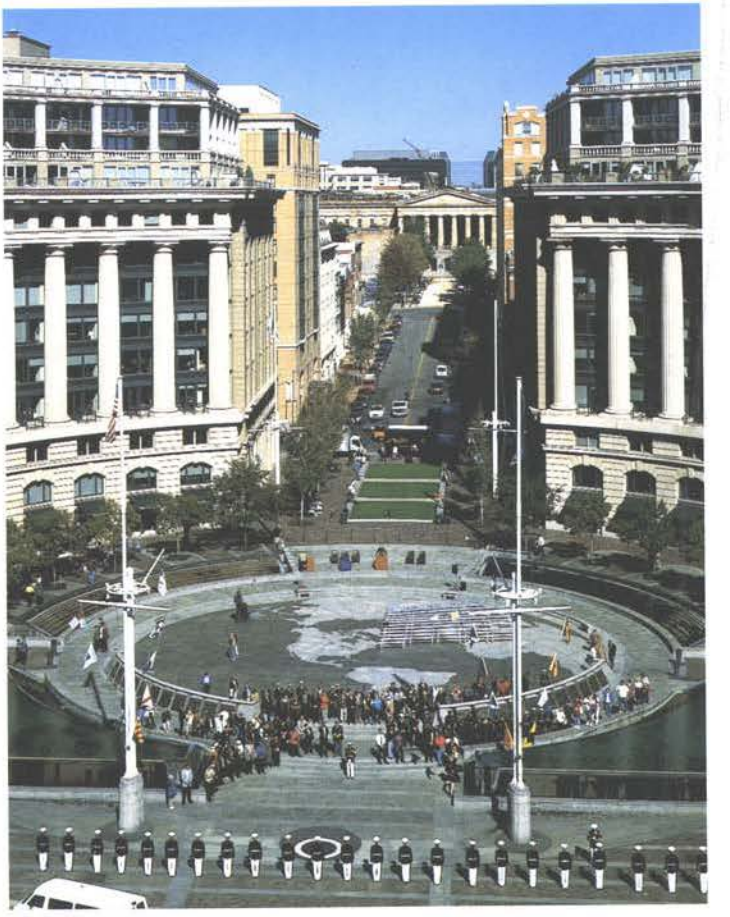
The popular Newseum plans to relocate from Arlington, Virginia to Pennsylvania Avenue and 6th Street, NW, further strengthening the revitalization of downtown Washington. In addition to attracting 500,000 visitors a year, the Newseum will be the centerpiece of a major residential and commercial development. This kind of substantial mixed-use project will help pull visitors off the Mall into the heart of the city. Instead of being dependent on the seasonal ebb and flow of tourists, it will be part of a commercial and residential center that is vibrant throughout the year, offering museum and memorial sponsors the opportunity for year-round visitation.

Beyond their economic and urban design benefits, museums and memorials help to make Washington America's gathering place. They shape its character and define its landscape. They bring people to the city, instruct them, inspire them and keep them here.



Memorials serve as settings for civic celebration as well as solemn commemoration, as at the National Navy Memorial (right). The historic Pension Building, adjacent to the National Law Enforcement Officers Memorial, now houses the National Building Museum (below).





The Framework

The Waterfront Crescent incorporates public lands and open spaces along the Potomac and Anacostia Rivers, including West Potomac Park, the Southeast Federal Center, Washington Navy Yard and Old Anacostia. These sites have spectacular water views as well as potentially strong visual connections to the Capitol, the Washington Monument and other major landmarks.

Monumental Corridors are the broad streets and avenues that were part of the original L'Enfant City, and that together with squares, circles and triangles form an internal network of urban spaces with strong commemorative possibilities. Among the most important are North, South and East Capitol Streets, Maryland and Pennsylvania Avenues and 16th Street, NW.

Three Commemorative Focus Areas mark the intersections of the Waterfront Crescent and major streets and corridors, such as the juncture of South Capitol Street and the Anacostia River. These areas are sufficiently large and prominent to accommodate memorials and museums of national significance.

In addition to these three major elements, the plan also contains a number of Special Sites—some in neighborhoods, others near parks and other scenic areas—that will help to distribute the city's vast historic and cultural resources beyond the traditional tourist orbit.





The Framework Diagram consists of a Waterfront Crescent, Monumental Corridors, Commemorative Focus Areas and Special Sites. While each has its own role in the overall framework, together they create a new geography of commemoration for the nation's capital.



1 Waterfront Crescent

The Potomac and Anacostia Crescent provides opportunities for both major memorials and museums and smaller, understated attractions that would draw people to the water without intruding on adjacent parkland. This modest memorial site in West Potomac Park has its own identity as well as a clear visual relationship to the grander Lincoln Memorial.



2 Monumental Corridors

New York Avenue is both a Monumental Corridor and a key gateway to the District. Its intersection with Florida Avenue would be an ideal location for a major memorial to mark the passage into downtown Washington. Redesigning the intersection might also create a circle or square suitable for a smaller memorial.



3 Commemorative Focus Areas

South Capitol Street is an extraordinary Commemorative Focus Area on the Anacostia River and the convergence of I-295, I-395 and the South Capitol Street Bridge. Along its entire length are attractive development sites as well as prominent locations for museums and memorials.



4 Special Sites

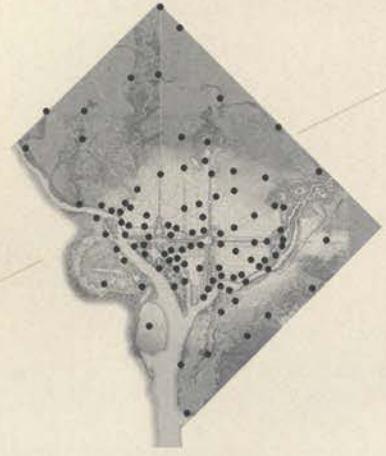
Special Sites that reflect the life and culture of a particular neighborhood or area are an important feature of the **Memorials and Museums Master Plan**. This one, at the intersection of Martin Luther King Avenue and Howard Road, near the Anacostia Metrorail station, could become the centerpiece of a new town square that draws the local community together.

Candidate Memorial and Museum Sites

Existing Sites Of the 228 existing museums and memorials in Washington, the majority are clustered in or near the Monumental Core, with some to the north and across the Potomac River in Virginia. This has been the pattern for over 100 years, as sponsors have competed to be close to the symbolic heart of the city.

Proposed Sites With the rush of new museum and memorial proposals, the heart of the Mall, known as the Reserve, has been declared off limits. Adjacent sites are restricted to works of "preeminent historic and national significance." The remaining sites identified in the master plan are spread throughout the city, including its rivers, escarpments and historic neighborhoods.





THE NEW LANDSCAPE OF COMMEMORATION

THE **MEMORIALS AND MUSEUMS MASTER PLAN** INTEGRATES KEY NATURAL FEATURES—RIVERS, RIDGES, OVERLOOKS—WITH THE AVENUES, PARKS AND SQUARES CREATED BY PIERRE L'ENFANT AND SUBSEQUENT PLANNERS. ALTHOUGH IT BUILDS ON THOSE EARLIER PLANS, IT ALSO INTRODUCES NEW ELEMENTS—CRESCENTS, CORRIDORS AND SPECIAL FOCUS AREAS—THAT STRENGTHEN WASHINGTON'S SYMBOLIC AND COMMEMORATIVE CHARACTER.

FROM PLAN TO ACTION

IMPLEMENTATION IS THE MOST COMPLICATED PART OF ANY PLAN, THE KEY TO ITS SUCCESS AND OFTEN THE REASON FOR ITS FAILURE. THE MEMORIALS AND MUSEUMS MASTER PLAN CONTAINS SPECIFIC SITE-SELECTION GUIDELINES THAT HAVE BEEN ENDORSED BY THE REVIEW AGENCIES AND THAT WILL AID MEMORIAL SPONSORS AND LOCAL RESIDENTS.

The first, and most obvious, is that government officials and review agencies—the National Capital Planning Commission, the Commission of Fine Arts and the National Capital Memorial Commission—will actively promote the redistribution of new memorials and museums throughout the city by selecting alternative sites from the 102 listed in the master plan. The plan also proposes a comprehensive outreach program that encourages individuals, civic groups and professional organizations to participate in and comment on proposals before final decisions are made. This will not only raise public awareness and support, but also produce a broad consensus about the most appropriate sites for new memorials and museums. Beyond these general points, the plan contains specific recommendations for reserving sites, creating necessary infrastructure and funding both.

The master plan outlines strategies for weaving memorials and museums into the urban fabric, and occasionally for securing key parcels of non-federal land to accommodate them. It also encourages the National Park Service, the General Services Administration and the District to reserve sites for commemorative purposes using existing regulations. The District is also developing a review process for memorials on its own land.

Reusing existing buildings and sites is another part of the implementation package. The successful conversion of the Pension Building into the National Building Museum and the Hemicycle at Arlington National Cemetery into the Women in Military Service for America Memorial shows what can be achieved through enlightened stewardship.

Isolation can be fatal to memorials and museums. The master plan encourages collaboration with regional transportation agencies to locate new memorials and museums close to existing or planned Metrorail stations, and in the path of alternative transit, such as water taxis and the future downtown circulator, a system within a system that will transport visitors to major attractions throughout central Washington. Given the importance of the Waterfront Crescent to the master plan, federal and District officials might also consider building riverside landings, possibly as a private franchise.

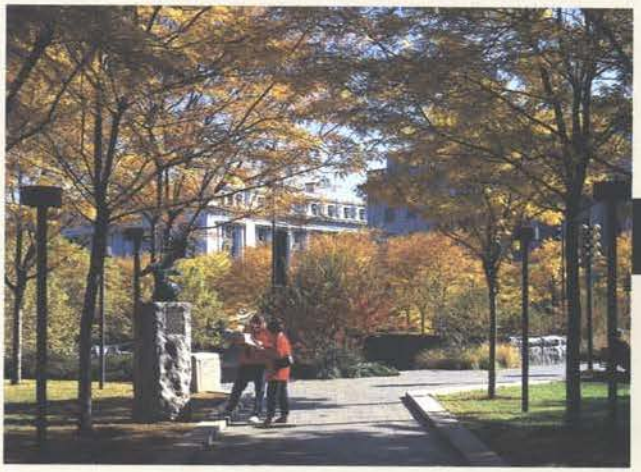
New sources of funding and new ways of distributing it will also have to be found for the master plan to succeed. In the 1970s and 1980s, for example, the Pennsylvania Avenue Development Corporation remade America's Main Street, including its commemorative spaces, using a combination of public and private funding. The National Capital Revitalization Corporation, created in 1997, could play a similar role in developing future memorials and museums. Its mandate is to create jobs, attract businesses and generally improve the District economy. The federal government has provided an initial grant of $25 million and Fannie Mae has pledged to invest $75 million in the Revitalization Corporation's projects, some of which could support new memorials and museums in areas such as South Capitol Street.

The Secretary of the Interior should be authorized to seek appropriated funds for grants or loans to memorial sponsors to defray the cost of site improvements associated with new memorials and museums. This would balance out the large public subsidies now given to memorial and museum sponsors who locate on public land.

CONCLUSION

HISTORY TELLS US THAT THERE WILL BE NO SHORTAGE OF NEW MUSEUMS AND MEMORIALS IN WASHINGTON IN THE 21ST CENTURY. THIS IS AMERICA'S CAPITAL, THE SEAT OF ITS COLLECTIVE MEMORY, AND COMMEMORATION IS ONE OF THE THINGS THAT MAKES IT SPECIAL. PUBLIC DEBATE HAS ALWAYS BEEN PART OF THIS PROCESS, FROM THE DESIGN OF THE WASHINGTON MONUMENT IN THE 19TH CENTURY TO THE VIETNAM VETERANS MEMORIAL IN THE 20TH. THE DEBATE IS ESSENTIAL, IF SOMETIMES FRUSTRATING; YET THAT ENTIRE PROCESS WOULD BENEFIT IF IT WERE SEEN AS PART OF A COMPREHENSIVE PLAN INSTEAD OF AN ISOLATED EVENT.

THAT IS ONE OF THE BROAD GOALS OF THE **MEMORIALS AND MUSEUMS MASTER PLAN.** IT CLARIFIES THE SITE SELECTION PROCESS BY DESIGNATING A "NO BUILD" ZONE AT THE CROSS-AXES OF THE MALL, AND PROVIDING A LIST OF POTENTIAL SITES THAT ALLOW ANYONE—PLANNER, SPONSOR, CITIZEN, PUBLIC OFFICIAL—TO KNOW IMMEDIATELY WHETHER A PARTICULAR LOCATION AND A PARTICULAR PROJECT ARE RIGHT FOR



Pershing Park

ONE ANOTHER. SPONSORS WILL STILL HAVE TO SECURE CONGRESSIONAL AUTHORIZATION AND WIN APPROVAL FROM THE VARIOUS REVIEW AGENCIES; BUT WITH THE NEW MASTER PLAN THEY WILL KNOW AT THE BEGINNING WHAT'S POSSIBLE AND WHAT'S NOT. AN INVENTORY OF SITES, COMPLETE WITH COMPREHENSIVE EVALUATIONS, WILL GIVE CONGRESS, PUBLIC OFFICIALS AND A CONCERNED PUBLIC A CONTEXT FOR JUDGING SPECIFIC PROPOSALS, AND SPONSORS A BETTER CHANCE OF SECURING AN APPROPRIATE SITE.

THE **MEMORIALS AND MUSEUMS MASTER PLAN** DOES NOT PROPOSE TO FREEZE THE MONUMENTAL CORE. IT OFFERS INSTEAD A PRAGMATIC RESPONSE TO A DAUNTING PROBLEM: BALANCING THE DESIRES OF SPONSORS TO BE IN THE HEART OF THE CITY WITH THE NEED TO PROTECT THE BEAUTY AND OPENNESS OF THE MALL. IT GIVES THE PUBLIC A VOICE WHILE RESERVING FINAL DECISIONS FOR THE REVIEW AGENCIES. IT REAFFIRMS PIERRE L'ENFANT'S VISION OF WASHINGTON AS A CITY WHERE FEDERAL AND LOCAL, GRAND AND ORDINARY, CAN COEXIST TO THE BENEFIT OF BOTH. IT IS AN INSTRUMENT, IN OTHER WORDS, FOR ACHIEVING A DELICATE BALANCE THAT SAFEGUARDS THE QUALITIES THAT MAKE WASHINGTON UNIQUE.



Policies for New Museums and Memorials

The **Memorials and Museums Master Plan** establishes policies for the siting and design of new memorials and museums throughout the District of Columbia. Review agencies must consult these policies in evaluating proposals for new commemorative works in the Nation's Capital.

Sites

1. Preserving the integrity of the Monumental Core, its vistas, open spaces and recreation areas is the primary objective of limiting the number of new museums and memorials.

2. New memorials and museums are to be encouraged in all quadrants of the city as a way of reinforcing local communities and local revitalization efforts.

3. No new memorial or museum may be located within the Reserve, as defined in the **Comprehensive Plan for the National Capital.**

4. Only museums and memorials of the "highest historical and national significance" may be located in Area 1; however, no museums may be located in East Potomac Park or other park land in Area 1.

5. New memorials proposed for Area 1, as defined in the Commemorative Works Act, shall be limited to sites identified in the master plan. Those proposed for areas outside Area 1 should locate on sites identified in the master plan.

6. The U.S. Capitol grounds should be off limits to new memorials.

7. All new memorial and museum sites should be appropriate to their subject, and respectful of their immediate surroundings and neighborhoods.

Design

1. Memorials and museums should reinforce key design features of the L'Enfant and McMillan Plans, including major streets and avenues, waterfronts and scenic overlooks.

2. Special attention should be paid to locating new memorials and museums along major approaches to the District and the Monumental Core.

3. Placing new memorials along the Potomac and Anacostia Rivers will help to reconnect Washington to its most important natural resource.

4. Prominent sites, such as promontories and broad intersections, should be reserved for significant memorials.

5. New memorials must not encroach on neighboring memorials and open spaces.

6. Recycling older buildings into new museums and memorials is sound planning, as shown by the success of the Pension Building in Judiciary Square and the Hemicycle at Arlington National Cemetery.

7. Essential visitor support services at memorial sites shall not detract from the commemorative purpose of the memorial, lessen the visitor's experience, nor interfere with views and vistas.

Connections

1. Whenever possible, new museums and memorials should serve as catalysts for economic development and for public and private urban design improvements.

2. Museums and memorials should enhance the image and identity of their surroundings. New museums and memorials should take advantage of existing infrastructure, especially public transportation.

3. Locating commemorative works close to other civic projects will likely increase tourism and educational opportunities.

4. Memorials and museums should support established land uses and local planning objectives.

5. The District government, Advisory Neighborhood Commissions and neighborhood groups will be consulted in planning museums and memorials outside the Monumental Core.



Candidate Memorial/Museum Sites

Sites 1 through 19 are considered Prime Sites

1 Memorial Drive George Washington Memorial Parkway, west of Memorial Bridge

2 E Street expressway interchange on the east side of the Kennedy Center, NW

3 Intersection of Maryland and Independence Avenues, SW (between 4th and 6th Streets)

4 Kingman Island (Anacostia River)

5 Freedom Plaza on Pennsylvania Avenue, NW between 13th and 14th Streets, NW

6 Potomac River waterfront on Rock Creek Parkway south of the Theodore Roosevelt Bridge

7 East Capitol Street east of 19th Street (north of the Armory - current west entrance to RFK)

8 South Capitol Street terminus at the Anacostia River (Florida Rock 'amenity' site), SE/SW

9 10th Street Overlook at south end of L'Enfant Promenade, SW (10th Street)

10 Constitution Gardens south of Constitution Avenue

11 Walt Whitman Park along E Street between 19th and 20th Streets, NW

12 On the Tidal Basin on Maine Avenue west of 14th Street, SW (just north of Outlet Bridge)

13 In East Potomac Park on the Potomac River at the current railroad and/or Metrorail bridges

14 The intersection of New York and Florida Avenues (and new Metrorail Station)

15 Pennsylvania Avenue and the Anacostia River at west end of the Sousa Bridge

16 Anacostia River waterfront south shore in Anacostia Park, SE (just east of the Douglass Bridge)

17 West of North Capitol Street on McMillan Reservoir Grounds, NW (sand filtration plant)

18 South of Ash Road at the site of the NPS horse stables, West Potomac Park

19 The intersection of Maryland and Virginia Avenues, SW between 7th and 9th Streets

20 Along Potomac River shoreline in West Potomac Park, west of FDR Memorial

21 Maryland Avenue near Anacostia Park and Langston Golf Course, NE (at 22nd Street)

22 West shore of the Anacostia River at Massachusetts Avenue, SE

23 Anacostia Park, SE (old Architect of the Capitol Nursery) south of Anacostia River

24 Woodrow Wilson Plaza (or Benjamin Franklin Circle), 12th or 13th Streets, south of Pennsylvania Avenue, NW

25 Northeast corner of Louisiana Ave and 1st Street, NW

26 Washington Avenue (Canal Street) at 2nd Street, SW

27 In East Potomac Park on Washington Channel, across from 7th Street, SW

28 Daingerfield Island on George Washington Memorial Parkway, south of National Airport

29 On the grounds of St. Elizabeths Hospital, SE

30 On the north shore of Oxon Cove, SW

31 Fort Davis Park north of Pennsylvania Avenue, SE (Bowen Road and 38th Street)

32 Northeast corner of Maryland and Constitution Avenues, NE

33 Northeast corner of Maryland Avenue and D Street, NE

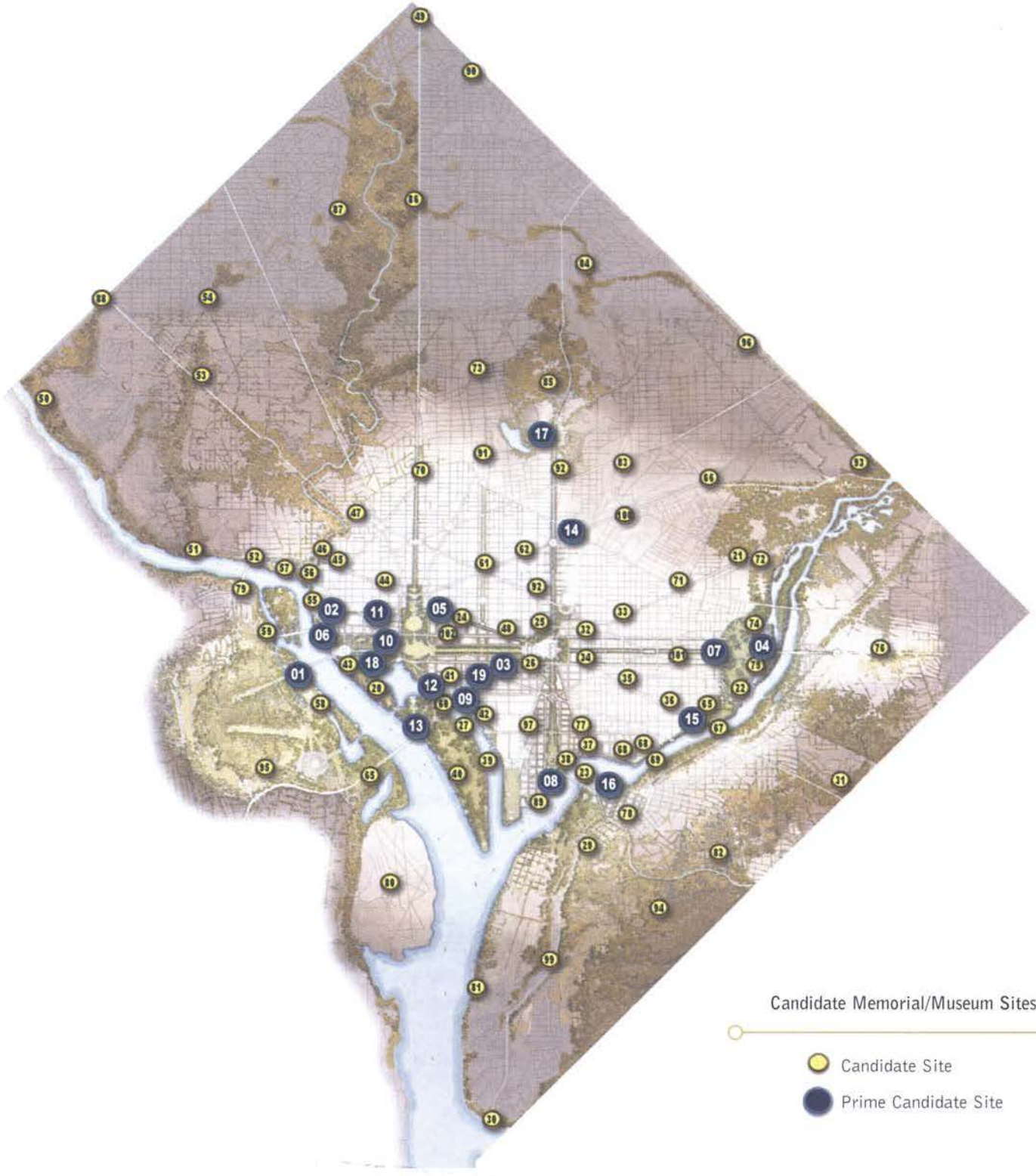
34 Northeast corner of Pennsylvania and Independence Avenues, SE

35 Intersection of Pennsylvania and South Carolina Avenues at D Street, SE (near Eastern Market Metrorail Station)

36 Circle at the intersection of Pennsylvania and Potomac Avenues, SE (near Potomac Avenue Metrorail Station)

37 Anacostia River waterfront in the Southeast Federal Center, SE

38 On the north shore of the Anacostia River, immediately east of the Douglass Bridge, SE


Candidate Memorial/Museum Sites
Candidate Site
Prime Candidate Site

39 East Potomac Park on Washington Channel between golf course and Hains Point, SW

40 East Potomac Park on Potomac River between golf course and Hains Point, SW

41 East of 14th Street and north of the expressway (1-395) within the Portals project, SW

42 East side of Washington Channel at Water Street and 7th Street, SW

43 Along Potomac River shoreline in West Potomac Park south of the Lincoln Memorial

44 Either in Edward Murrow (18th/19th) or James Monroe (20th/21st) Parks on Pennsylvania Avenue, NW

45 Either of two existing park triangles on either side of 25th Street on Pennsylvania Avenue, NW

46 In Rock Creek Park between M Street and Pennsylvania Avenue, NW

47 Intersection of Massachusetts and Florida Avenues with 22nd and Q Streets, NW

48 Intersection of Pennsylvania and Constitution Avenues, NW near 3rd Street

49 Intersection of Eastern Avenue and 16th Street, NW

50 D.C. side of Chain Bridge, NW on the Potomac River (on Canal Road)

51 The intersection of Canal Road and Foxhall Road, NW on the Potomac River

52 The northern end of Key Bridge at M Street, NW (and the Whitehurst Freeway)

53 North of Massachusetts Avenue, NW (and Macomb Street) at Glover Archbold Parkway

54 Tenley Circle Reservations at Wisconsin/Nebraska Avenues and Yuma Street, NW

55 Potomac River at Rock Creek Parkway at west side of Kennedy Center

56 East side of Rock Creek at the end of Virginia Avenue, NW

57 On the Potomac River at the foot of Wisconsin Avenue, Georgetown Waterfront Park

58 North of the Pentagon North Parking area on Boundary Channel in Virginia

59 On the Virginia side of the Theodore Roosevelt Bridge

60 In East Potomac Park on the west shore of the Washington Channel at Case Bridge

61 New Washington Convention Center at Mount Vernon Square (Massachusetts and New York Avenues, NW)

62 Intersection of New York and New Jersey Avenues and M Street, NW

63 Anacostia River north shoreline east of 11th Street between the Martin Luther King Memorial and Sousa Bridges

64 South side of Martin Luther King Memorial Bridge (11th Street) on the Anacostia River

65 Virginia side of the 14th Street Bridge near the location of the old Twin Bridges Marriott

66 The intersection of New York, West Virginia, and Montana Avenues, NE

67 Pennsylvania Avenue Sousa Bridge east intersection with the Anacostia Freeway (on the Anacostia River)

68 North shore of the Anacostia River in the Washington Navy Yard, SE

69 North side of Martin Luther King Memorial Bridge (11th Street) east of Washington Navy Yard, SE

70 Between 16th and W Streets and Florida and New Hampshire Avenues, NW (south of Meridian Hill Park)

71 Intersection of Maryland and Florida Avenues and Benning Road, NE

72 Maryland Avenue in the general location of the entrance to the National Arboretum

73 New Hampshire and Georgia Avenues, NW (Georgia Avenue-Petworth Metrorail Station)

74 West shoreline of Kingman Lake (Anacostia River), northeast of RFK Stadium, NE

75 West shoreline of Kingman Lake (Anacostia River), southeast of RFK Stadium, SE

76 Fort Chaplin Park on East Capitol Street (at approximately Fort Drive), west of Benning Road

77 Southeast Federal Center at M Street, SE

78 At Anacostia Metrorail Station south of Howard Road, SE (on either WMATA or federal property)

79 Landscaped deck over I-66 (between Fort Myer Drive and Lynn Streets) at Key Bridge, Arlington

80 Circle in front of entrance to historic terminal at Reagan National Airport

81 Marina on the Potomac River in Bolling Air Force Base, SW (between Chanute and Edwards Places)

82 Fort Stanton Park north of Suitland Parkway, SE (20th Street)

83 Rhode Island Avenue Metrorail Station

84 Fort Totten Metrorail Station (or located in Fort Totten Park)

85 On U.S. Soldiers' and Airmen's Home grounds, NW (west of North Capitol Street)

86 Northwest corner of 16th Street and Military Road (in Rock Creek Park, NW)

87 South of Military Road (at 27th Street) or north of Military Road, NW (east of Oregon Avenue)

88 Circle at Massachusetts and Western Avenue, NW (at entrance to Dalecarlia Parkway)

89 South of V Street, west of Half Street, SW

90 Intersection of Georgia and Eastern Avenues, NW

91 On 8th Street, NW on Barry Street (Banneker Recreation Center)

92 Glenwood Cemetery, just north of Rhode Island Avenue and east of North Capitol Street

93 Fort Lincoln. On the north side of New York Avenue, NE west of the Anacostia River

94 On north side of Alabama Avenue, SE immediately east of St. Elizabeths (near Congress Heights Metrorail Station)

95 Navy Annex just north of Washington Boulevard (in Arlington, Virginia)

96 On Eastern Avenue and Barnard Hill Drive, NE between Rhode Island and Michigan Avenues

97 At the intersection of M Street and Delaware Avenue, SW

98 At the intersection of New Jersey and Massachusetts Avenues, NW

99 At the intersection of South Capitol Street and Anacostia Freeway (I-295), east side

100 Adjacent to the Brentwood Maintenance Facility on New York Avenue, NE (east of Florida Avenue)

101 Intersection of Massachusetts, South Carolina, and Independence Avenues, SE

102 On the north side of the National Museum of American History, 14th Street and Constitution Avenue, NW



The **Memorials and Museums Master Plan** is being prepared by the National Capital Planning Commission as part of its mission as the central planning agency for the federal government in the Washington region. NCPC has developed this draft plan in cooperation with the Commission of Fine Arts and the National Capital Memorial Commission. Since 1997 these three organizations have been working together as a Joint Task Force to explore the issues affecting future memorials and museums. A team of nationally recognized planning and design professionals has assisted in offering creative approaches to the master plan work. In addition, the Joint Task Force has consulted with numerous local business, community, and professional groups in the preparation of this draft plan.

This document summarizes a more comprehensive draft master plan. To obtain a copy of the draft technical report or to comment on the master plan, contact Ronald Wilson, National Capital Planning Commission, 401 9th Street, NW, North Lobby, Suite 500, Washington, D.C. 20576; telephone: 202-482-7200; info@ncpc.gov.

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Recommended Action Plan (See Attachment A)

PREFACE

This Federal Element of the Comprehensive Plan for the National Capital establishes federal planning policies and recommendations related to parks, open space, and natural features in the National Capital Region, and includes a summary of background data and a review of issues.

The Parks, Open Space, and Natural Features Element of the Comprehensive Plan defines, identifies, and establishes planning policies and guidelines in accordance with legislative mandates for the proper use and protection of the National Capital Open Space System. This includes federal as well as non-federal parklands, open space, and natural features that are nationally significant. These areas are of federal interest because of their importance to the National Capital setting.

The purpose of this element is to:

- Identify federal policies relating to parks, open space, and natural features within the National Capital Region for the benefit of federal, District of Columbia and other governmental authorities, non-governmental bodies and groups, and the public.

- Provide guidance to:

  - The Commission in its:
    - Review of federal department and agency plans and programs in the Region.
    - Federal interest review of District of Columbia Elements of the Comprehensive Plan.
    - Federal interest review of local, regional, and state plans, policies, and programs, and other public and private proposals.
  - Federal departments and agencies in their planning of federal facilities.
  - Local, regional, and state agencies in the preparation of their plans and programs in the Region, which may affect federal interests or functions of the federal establishment in the National Capital.
  - Professional, business, special interest, and community groups and individuals that provide services, relate to, or have an interest in the activities of the federal government.

HISTORIC DEVELOPMENT

The National Capital Planning Commission is charged with the responsibility "to plan the appropriate and orderly development of the National Capital and the conservation of the important natural and historical features thereof."

For more than two centuries, the federal government has actively acquired, developed, and maintained parks and open space and protected and enhanced natural features in the Region. In 1791, the L'Enfant Plan first laid out a city with 17 park reservations, including the Mall, President's Park, as well as urban squares, circles, and triangles distributed throughout the Plan's avenues and gridded streets. There followed the creation of Potomac Park in 1882 (formed largely from tidal lands), the designation of Rock Creek Park in 1890, and the reclamation of the Anacostia mud flats for Anacostia Park in 1892. The extent of the federal government's involvement in the creation of parks and open spaces in the Region is also evidenced by legislation, passed in 1924, which created the National Capital Park Commission and the call for a "comprehensive, systematic and continuous development of a park, parkway and playground system of the National Capital and its environs." This park system was also intended "...to prevent pollution of Rock Creek and the Potomac and Anacostia Rivers, to preserve forests and natural scenery in and about Washington..." The Capper-Cramton Act of 1930 authorized the funds for much of these park, parkway, and playground areas that make up the National Capital Open Space System.

Natural Features

Natural features include areas within the Region and its environs that are distinctive, prominent, or have a contributing outstanding value to the National Capital. These areas include forests, meadows, hills, valleys, rivers, streams, and wetlands (riparian buffer zones and the ecologically most significant areas—the transition zones between aquatic and terrestrial environments). Many of these characteristic features are integral to the setting of the National Capital, such as the Potomac and Anacostia Rivers, the Potomac Palisades and Gorge, and the escarpment of hills which form a Topographic Bowl surrounding the L'Enfant City, as illustrated in Figure 1.

The natural setting for the Nation's Capital has always been important to the design and development of the city. Pierre L'Enfant envisioned a 'green city' replete with streets, boulevards, and promenades flanked by long-lived and stately trees. The vegetation was intended to frame both grand and subtle vistas into and through the capital city, soften the lines of the massive public buildings that were anticipated, and call into mind the great frontier and wilds of the new republic.

L'Enfant Plan Era, 1776-1876

The Residence Act of July 12, 1790 seated the new capital in a 10-mile square on the Potomac River, a naturally beautiful area that was advantageously positioned at the head of the navigable river. With the passage of the Residence Act, it became the president's personal responsibility to ensure that the more spectacular sites upriver were duly considered, and that "lines of experiment" for the District boundaries would most fully command the natural region formed by the Potomac's estuary, falls, and Eastern Branch (i.e., the Anacostia River). The capital's location did not depend on George Washington's influence alone. It had been singled out and endorsed by Congress in 1784 through the report of a committee impartially representing the rest of the nation.

The L'Enfant Plan arose from George Washington's choice of Pierre L'Enfant to plan the capital combined with the expansiveness of the president's vision for the new nation and his familiarity with natural features. In contemplating a framework for public buildings, President Washington first considered a new Georgetown or Alexandria-scaled framework. However, he quickly accepted Pierre L'Enfant's vision for a capital city, one deliberately surpassing William Penn's colonial plan for Philadelphia, then the largest city in the new nation. In turn, L'Enfant showed his respect for the New World landscape by integrating Washington's interest in the countryside at large and Jefferson's view of nature as curiosity or landmark with his own European preferences for boldly restructured nature.

The White House was situated on a pronounced ridge of high land above the water that provided a 15-mile perspective view down the Potomac River. Its course was marked first by the Washington Monument and again midway by Alexandria's waterfront and the District of Columbia cornerstone at Jones Point. The Capitol, situated on Jenkins Hill with its own panoramic views of hills surrounding the new city, created the cross-axis. Consistent with this grand scale, these views were extended by axial avenues across the city, thus forming the city's basic organization.

The plan's open spaces included sites for memorials and other civic art, barracks and arsenals, cultural facilities, institutions such as hospitals, and edifices such as a mercantile exchange and city markets. Streets and avenues were made broad so as to be park-like; half their right-of-way was intended for "gravel walks with double rows of trees." Designing an abundance of planned public open space constituted a single monumental network, not confined to a single core, but imposing and enhancing the presence of the National Capital throughout the area defined by the confluence of the Potomac and Anacostia Rivers.

McMillan Plan Era, 1876-1926

The McMillan Plan era was concerned with reviving, refining, and extending the L'Enfant Plan in a way that would preserve and enhance the nature and function of the National Capital. The McMillan Plan of 1901-02 addressed two main issues: building a public park system and grouping public buildings.

By connecting the existing parkland and carrying the capital's park system into the outlying areas of the District, Maryland, and Virginia (along the Potomac River to Great Falls and Mount Vernon) the McMillan Plan established a unified character for regional open space. Rock Creek Park, one of the largest and finest natural areas within any major American city, had been established in 1890 as a public park in the District of Columbia for the benefit and enjoyment of the people of the United States.

The McMillan Plan suggested landscaped environments for dispersed specialized facilities such as the Dalecarlia, McMillan, and Georgetown Reservoirs and the Conduit Road from Little Falls. Scenic drives and parkways would trace the shorelines of the Potomac and the winding valley of Rock Creek. These parkways would rise through the valleys and along steep hillsides to connect the larger parks and reunite the old Civil War forts into a great circle encompassing L'Enfant's axial organization. The Fort Circle Park System, as it was conceived, was to be second in importance only to the Mall and the river designs.

The McMillan Plan also grouped public buildings in formal landscaped settings, resulting in a highly concentrated Monumental Core. The Plan reinforced a monumental Mall composed of prominent features and public buildings. Many important elements of the plan were accomplished over the next quarter century: building the Lincoln Memorial, redesigning the landscape of the U.S. Capitol and White House, removing the railroad tracks from the Mall and constructing Union Station, building the Potomac and Rock Creek Parkway as far north as the Zoo, and landscaping East and West Potomac Parks. Further evolution of the open space design proposed by the Plan involved a restudy of the public buildings and their grounds. There was an increased realization of the irreversible harm that mechanical street planning and urbanization were doing to the former natural setting.

The McMillan Plan was a well-publicized example of the "City Beautiful" movement, which promoted monumental public buildings and civic art arrayed in a rationally planned landscaped setting that was both efficiently modern and classically beautiful. The Nation's Capital indeed became a model for the nation. Open spaces and parks were prominent elements in the identity of the National Capital. A green setting and pleasant avenue or parkway connections were considered essential requirements for the many public facilities being introduced in the city and suburbs.

Comprehensive Planning Era, Beginning 1926

Congress created the National Capital Park Commission in 1924 and gave it the responsibility of developing a comprehensive plan for the park, parkway, and playground systems to prevent pollution of Washington's rivers and preserve its forested and natural scenery. The scope of the activities of the Commission was enlarged in 1926 to include consideration of other elements of city and regional planning, such as land use, major thoroughfares, park, parkway, and recreation systems, public transportation, and community facilities and services. This change reflected the rapid development occurring in the Region as well as the growing stature of the planning profession.

With the passage of the Capper-Cramton Act in 1930, funds were authorized to be used by the Commission for the acquisition of parkland in fulfillment of plans to establish regional parks and parkways. Funding was provided to Maryland and Virginia by the Act on a matching federal grant basis to encourage extension of their parkland acquisition programs to include stream valley parks.

With this Act, the means to create a regional park system were provided through cooperation among the Commission and the Virginia and Maryland park agencies. Parks acquired with Capper-Cramton funds include Rock Creek Park and much of the Fort Circle Parklands in the District of Columbia; Little Falls Parkway, Cabin John Parkway, Northwest Branch Park, Sligo Creek Park, Indian Creek Park, Rock Creek Park, Anacostia Park, and Oxon Run Stream Valley Parks in Maryland; and Holmes Run and Four Mile Run Stream Valley Parks in Virginia. Another important addition to the regional park system was accomplished in 1938 when the National Park Service acquired the 184.5-mile-long C&O Canal. This became the spine of the Chesapeake and Ohio Canal National Historical Park, which was established in January 1971.

In 1965 and 1967, the Commission's proposed comprehensive plans contained policies relating to parks and recreation. In 1966, the National Capital Regional Planning Council, a former sister agency of the Commission, issued a "Regional Development Guide" which addressed the subject of "Conservation and Development of Natural Resources." In November 1970, a chapter on Parks and Recreation Facilities was adopted by the Commission as part of *The Comprehensive Plan for the National Capital*. That document proposed a federal open space system with a local recreation component. The 1983 edition of the element expanded upon the philosophy of that document and owed much to the approach taken in 1970.

Commemorative Works Act

The 1986 Commemorative Works Act provides guidance on the location and design of new memorials and monuments in the District of Columbia and its environs. The Act preserves the urban design legacy of the L'Enfant and McMillan Plans by encouraging the preservation and protection of federal open space in the District of Columbia and ensuring that future monuments and memorials on federal land administered by the National Park Service and the General Services Administration are appropriately located and designed.

The Act requires that Congress authorize all memorials on federal land and that the National Capital Planning Commission, the Commission of Fine Arts, and either the Secretary of the Interior, in the case of parklands, or the Administrator of General Services, in the case of GSA-administered land, approve memorial sites and designs. The Act establishes an Area I in the central portion of the Monumental Core in which memorials of "preeminent historical and lasting significance" may locate. Memorials proposed for siting within Area I require additional Congressional authorization.

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

In 1997, the Commission released its long-term vision for the development of the National Capital over the next 50 to 100 years. *Extending the Legacy: Planning America's Capital for the 21st Century* was developed in response to the projected long-term demands on the Nation's Capital and the threat of overbuilding in the Monumental Core. The Legacy framework proposes a redefinition of Washington's Core by creating opportunities for new museums, memorials, and federal office buildings in all quadrants of the city. It calls for expanding the reach of public transit and suggests the elimination of obsolete freeways, bridges, and railroad tracks that fragment the city. It reclaims Washington's historic waterfront for public enjoyment and adds parks, plazas, and other urban amenities.

The principal themes of the Legacy vision are:

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

Like the L'Enfant and McMillan Plans, much of the Legacy vision will be implemented by future generations. While some of the plan's projects will be realized within the next few years, others could take 20, 40, even 80 years. The plan is called a framework because it is meant to guide, not prescribe, development over the next 50 to 100 years.

Commemorative Zone Policy

Following the release of Legacy vision plan, three federal agencies responsible for the location and design of memorials on federal land in the National Capital began working together to implement some of the key provisions of the plan. These three agencies, the National Capital

Planning Commission, the Commission of Fine Arts, and the National Capital Memorial Commission, formed the Joint Task Force on Memorials. As a first step, and in consultation with Congress and District of Columbia officials, the task force developed a Commemorative Zone Policy, which was adopted by the three Commissions in January 2000.

In this policy, an area termed the *Reserve* (See Figure 2) encompasses the central cross-axes of the Mall—broadly defined, the Reserve stretches from the U.S. Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial. The three Commissions will approve no new memorial sites in this area. The policy also delineates an *Area I,* which is immediately adjacent to the Reserve and includes Constitution Gardens and the rest of West Potomac Park, the Smithsonian museums on the Mall, the Federal Triangle, and portions of the Potomac waterfront. *Area I* is considered to be a sensitive area designated for commemorative works of preeminent historic and national significance. *Area II* encompasses the rest of the city, and this is where the review bodies will encourage development of new commemorative works with emphasis on the important North, South, and East Capitol Street axes, circles and squares on major avenues, waterfronts, urban gateways, and scenic overlooks.

Memorials and Museums Master Plan

To advance the broad vision of *Legacy* and to implement the Commemorative Zone Policy, the National Capital Planning Commission, assisted by the Commission of Fine Arts and the National Capital Memorial Commission, developed a master plan to guide the location and development of future memorials and museums for the next 50 years. The Memorials and Museums Master Plan identifies locations for future memorials and museums throughout the city that will appeal to sponsors, enrich local neighborhoods, and serve as a source of pride for all Americans.

Washington is a symbolic city where the values of the nation are on display. Diversity, opportunity, ecology, and mobility are key values that define American society and reflect its collective aspirations at the beginning of the 21st Century. These are the values that are implicit in the master plan. The master plan builds on Washington's great urban design traditions of the L'Enfant and McMillan Plans and recognizes that the symbolic city can enrich the economic, social, and cultural lives of those who live and work in it.

The most important element of the master plan's urban design framework is a *Waterfront Crescent* along the Potomac and Anacostia Rivers. The open spaces along the city's waterfront offer prime visible areas for commemoration, especially at points where the major L'Enfant avenues that radiate from the U.S. Capitol intersect the waterway. Inherent in the framework are several urban design principles that can be used to organize commemorative sites. These principles are based on symbolic prominence, visual linkages, and aesthetic quality. The master plan does not limit new museum and memorial development to the L'Enfant City. To support development opportunities in communities across the Anacostia River and beyond the Florida Avenue escarpment, the plan links the Monumental Core to historic parks, natural areas, and other special places throughout the city.

OVERVIEW OF FEDERAL PARKS, OPEN SPACE, AND NATURAL FEATURES IN THE REGION

Current Federal Parks and Open Space

In establishing the image of the Region, open space and natural features are as important today as they were in 1790 when the site of the Nation's Capital was selected. The federal government uses open space as settings for important monuments, grand public promenades, major federal buildings, and quiet gathering. An appreciation of the environmental value and scenic beauty provided by natural and cultural landscape resources has encouraged the federal government to acquire and protect natural areas. As a result, the federal government now has jurisdiction over approximately 8,000 acres of open space in the District of Columbia alone. In the Region, federal open space amounts to approximately 85,000 acres.

The federal government's concern for preserving open space and natural features, including its own open space holdings within the Region, has contributed enormously to the amenity and livability of the Nation's Capital. In addition to the monumental open spaces at the heart of the Capital City, including the Mall, East and West Potomac Parks, and Fort Circle Parks, the federal government has established Rock Creek Park, Anacostia Park, the George Washington Memorial Parkway, the C&O Canal National Historical Park, and the stream valley parks in the District. These informal landscapes complement and contrast with the more formal open spaces designed as settings for monuments and memorials in the vicinity of the Mall Complex. Together, these different types of open space serve as testimony to the importance and breadth of federal involvement in the provision of open space in the Nation's Capital; and proof of that importance is evidenced by the fact that federal monuments and parks in the National Capital receive more than 22 million visitors each year.

Recreational Activities

Most of the federal parks and open spaces in the Region also accommodate the recreational needs of residents and visitors. The Mall Complex, for example, is a major open space feature that is also the symbolic setting of the Nation's Capital. In addition to the Washington Monument and Lincoln and Jefferson Memorials, the Mall contains the Vietnam Veterans and Korean War Veterans Memorials and the majority of the Smithsonian buildings and museums and their related landscapes. It will soon be the home of tributes to other prominent individuals and events such as Dr. Martin Luther King, Jr. and World War II. This "front yard of the Nation" plays host to millions of visitors. In addition to educating the visitor about their national heritage, through various memorials and national museums, the Mall often serves as the site for public events, ranging from presidential inaugurations to citizen demonstrations. At the same time, this area accommodates the resident population's recreational needs, such as group sports, including softball, volleyball, tennis, soccer, rugby, field hockey and polo; bicycling; flying kites; walking and jogging; jousting; paddle boating; watching fireworks; and attending concerts and other performances. This Monumental Park holds such an attraction for the local population that, at times, there are as many as 32 softball games underway simultaneously on the center panels of the Mall.

Within the adjoining East Potomac Park, Mall activities are augmented by golfing, bicycling, roller blading, and fishing. Recreation activities are also provided on federal parks in other areas, such as the golf courses and sports centers in Rock Creek Park and Anacostia Park or nature study centers at the Kenilworth Aquatic Gardens, Theodore Roosevelt Island, Fort Circle Parks, and Rock Creek Park. In addition, horseback riding is available in Rock Creek and Greenbelt Parks. Similarly, overnight camping facilities can be found at Greenbelt Park as well as in Prince William Forest Park. There are many locations on federal parklands where local governments provide recreation facilities. These include Anacostia Park and Jones Point Park. These facilities accommodate tourists and local citizens alike.

Future Federal Parks and Open Space

The Commission's authority to acquire land for the National Capital parks, parkways, and playground system remains intact. However, it has not been engaged in land acquisition over the last several decades. Since in recent years new federal land acquisition for parks and open space in the District of Columbia has been administered primarily through the NPS, the Commission has focused its efforts on working with NPS and other federal, state, and local agencies in maintaining and protecting the existing Open Space Systems. However, current conditions may warrant reevaluating this charge, particularly in the District of Columbia.

There are potential benefits from engaging in future land acquisitions. Areas in need of conservation could be acquired, if no other means are determined feasible, and managed in a way that preserves their environmental integrity while allowing public access. Land that may be pivotal to the success of objectives in *Extending the Legacy*—promoting economic development in the District of Columbia, for example—could be obtained, and land that may be appropriate for significant memorial or museum sites could be preserved. The use of this authority would help ensure that the goal of the Element is fulfilled. Whenever new federal land acquisitions for parks and open space are initiated, consideration should be given to compensating the affected jurisdiction if a significant loss of property tax revenue occurs, to the extent practical.

NATIONAL CAPITAL OPEN SPACE SYSTEM ISSUES

Within the National Capital Open Space System, open space has a variety of meanings. It is not just a land use designation but describes the quality or character that distinguishes an area. The types of open space range from natural, unspoiled forested land such as Prince William Forest Park, wetland areas, such as Dyke Marsh to constructed environments, including the Tidal Basin, East and West Potomac Parks, and the designed historic landscapes of the Mall.

The majority of the areas that make up the National Capital Open Space System are in federal ownership. While the federal parks within the Region form the prime building blocks of the System, other federal lands in the Region have open space qualities incidental to the primary use of the land. For example, the Beltsville Agricultural Research Center and military installations, such as Andrews Air Force Base, are included. In addition, the National Capital Open Space System includes local, regional, state, and privately-owned lands that contribute to the setting of the National Capital or are nationally significant in terms of the historical, cultural or recreational quality of the resources. These include the shorelines within the Region along the Potomac, Anacostia, and Patuxent Rivers, Rock Creek Stream Valley in Maryland, the site of George Washington's estate at Mount Vernon, and the federally easemented private lands of Piscataway Park within the historic Mount Vernon viewshed.

Protecting Federal Open Space

The regional significance of federal land continues to grow. Many of the federal parks, such as the C&O Canal, Rock Creek Park, Anacostia Park, and the Fort Circle Parks, extend for great distances and are linear in nature. Federal open spaces radiate throughout the Region in a manner that provides regional integration, not only with other federal lands, but also with lands under the jurisdiction of neighboring states, local governments, or non-profit entities. These existing and potential greenway inter-connections provide significant opportunities for continuous passive and active recreational activities such as bicycling, walking and jogging and wildlife observation. Various initiatives at the national, regional, and local level are underway to create, preserve, and improve these connections. These efforts are essential to maintaining enjoyment of the green city qualities that distinguish the Nation's Capital.

The benefits of natural features are not merely aesthetic. Large, contiguous, undeveloped swaths of forested land serve a critical function as "lungs" for the National Capital Region, which has experienced unprecedented growth over the last 50 years. Since the mid-1970s, the Nation's Capital, in particular, has experienced a decline in tree cover of approximately 16 percent. This increased urbanization has detracted from the green city character of the Nation's Capital, and contributed to a significant increase in stormwater runoff which negatively affects the quality of the environment as far away as the Chesapeake Bay. One way in which this phenomenon is effectively being addressed is the Chesapeake 2000 Agreement, between the District of Columbia, the States of Maryland, Pennsylvania, and Virginia and the Environmental Protection Agency. Each jurisdiction is committed to protecting 20 percent of the land area in the Chesapeake Bay Watershed by 2010. Others involve the State of Maryland's Smart Growth Initiative, Program Open Space, and Critical Area Program. These three programs are designed

to provide incentives for local jurisdictions to protect, conserve, and enhance the open space quality of rural, agricultural, cultural, and natural resources, parklands, and the Anacostia and Potomac River shorelines. These are commendable efforts that should be supported by all levels of government in the Region.

Historically, one of the principal ways of protecting, conserving, and enhancing, these natural features has been through the creation of parks and other open space systems in the Region, as noted in the Capper-Crampton Act. This has been accomplished through the coordinated efforts of all levels of government. As the Region continues to grow and develop, increased efforts will be required to protect and conserve these natural features for the enjoyment of present and future generations. If the remaining tree cover is to be maintained and enhanced in the Nation's Capital, efforts must be made to improve the condition of existing trees, while encouraging new plantings. Additionally, efforts should be made to encourage redevelopment instead of new development, which would help decrease the amount of tree loss.

As the landscape of the Region becomes more urbanized, the value of both federal and non-federal open space increases. Special efforts are needed at all levels of government to ensure the preservation and protection of the current inventory of parks and open spaces. Given the national significance of open space in the National Capital Region, the way in which the Region addresses these issues will serve as a model for the nation.

Gateways

Major approach routes used by travelers to the Nation's Capital, such as the George Washington Memorial, Baltimore-Washington, Suitland, Rock Creek, Potomac, and Shepherd Parkways, serve a vital function within the National Capital Open Space System. Visitors and residents within the Region who enter the Nation's Capital by ground transportation should have the sensation of entering a special place. The major approaches should be dramatic in appearance, but pleasant and functional, with a strong sense of arrival. Gateway corridors (both land and water), and terminals should be protected from unattractive development and designed and maintained in a manner consistent with their special role. View corridors to the monumental city of Washington—such as those experienced when traveling southbound on the George Washington Memorial Parkway (GWMP) atop the Potomac Palisades, or northbound along the GWMP from Alexandria—should be maintained and protected for the enjoyment of all.

Antennas and Towers

The impact of new buildings and related development on scenic viewsheds and vistas has been a constant concern of the Commission in its efforts to preserve and protect the National Capital Open Space System. Emerging telecommunication technologies, such as wireless communication, provide great social value but have presented unique urban design challenges when they affect areas within or in proximity to the Open Space System.

The Telecommunications Act of 1996, administered by the Federal Communication Commission (FCC), makes available the use of federal property, rights-of-way, and easements for the placement of new spectrum-based telecommunication services, as long as those services do not

conflict with the government's mission or planned use of the affected property. Balancing the location and design needs for such structures with the protection of the National Capital Open Space System is a major challenge.

For most jurisdictions, antennas and their supporting towers are generally considered appropriate within industrial and commercial zones, preferably in utility or roadway rights-of-way or adjacent to existing structures. However, utility rights-of-way have often served an equally important open space and recreational function for people while being a source of habitat for a variety of wildlife.

GOAL FOR THE NATIONAL CAPITAL OPEN SPACE SYSTEM

It is a goal of the federal government to:

Conserve the natural features and resources of the National Capital and enhance cultural and recreational opportunities and the ecological value of the Region's parks and open space.

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OBJECTIVES FOR THE NATIONAL CAPITAL OPEN SPACE SYSTEM

Natural Features

(a) Conserve and enhance the natural and cultural landscapes of the National Capital.

(b) Protect and restore the ecological values of environmentally sensitive areas, such as shorelines, forested ridgelines and steep slopes, flood plains, streams and their buffers, stream valleys, areas of natural beauty, and the habitats of threatened and endangered species, which are under federal control or have been acquired with funding under the Capper-Cramton Act.

(c) Promote, protect, and complete a system of shoreline parks and promenades, using existing trails whenever possible, providing public access along the shores of the Potomac and Anacostia Rivers, while respecting, preserving, and restoring the habitats of native wildlife.

(d) Encourage and plan for the development of a continuous trail system for pedestrians and bicyclists by connecting the shoreline parks of the Anacostia and Potomac Rivers, Rock Creek Park, the Fort Circle Parks, and other points of interests within the Nation's Capital with other regional, state, and local park systems in the Region as a means of strengthening their recreational and ecological values.

Parks and Open Space

(e) Encourage the provision of activities and facilities for both residents and visitors that serve as educational, cultural, and recreational attractions in the Region's National Capital Open Space System, while protecting natural and historic features.

(f) Encourage, at all levels of government, the establishment of new park and open space areas where such facilities can provide a greater appreciation of the history and setting of the National Capital, and the role of the National Capital Open Space System in preserving and restoring important resources such as the Middle Potomac-Anacostia-Occoquan and Chesapeake Bay watersheds and ecosystem.

(g) Protect the national open space and park networks from adverse impacts and promote a continuation of the park-like quality and character enhancing ecological benefits and values for the National Capital.

(h) Continue to plan for aesthetically pleasing parks and parkways that can serve multiple functions as part of the National Capital Open Space System.

(i) Maintain and conserve federal open spaces as a means of shaping and enhancing urban areas and meeting the objectives of the Chesapeake Bay Agreement 2000.

(j) Protect and enhance the open space network and functionality of parkways, parks, squares, circles, triangles, and the landscape quality of streets and avenues, which are the legacies of the L'Enfant and McMillan Plans.

(k) Maintain and develop, in cooperation with local jurisdictions, a system of attractive gateways to the National Capital for visitors, tourists, and other travelers using the Region's parkways, scenic roads, bridges, highways, and other transportation facilities.

(l) Develop detailed plans and implementation strategies for the vision contained in *Extending the Legacy* that will augment and enhance the National Capital Open Space System.

(m) Acquire new parklands, where necessary, to fulfill the open space objectives of *Extending the Legacy* and to restore parkland or open space that has been lost as a result of development or other public needs.

POLICIES FOR THE NATIONAL CAPITAL OPEN SPACE SYSTEM

Planning Policies Foundation

In order to achieve the goal of this Element, the basic thrust of the planning policies pertaining to parks and open space lands is that of protection, conservation, restoration, and enhancement. The National Capital Open Space System includes a broad diversity of public and private land considered nationally significant and important to the setting of the seat of government and for the protection of the major natural features of the National Capital.

Policies are provided to better protect natural parks and historic parks by, respectively, conserving their important natural features and historic resources, both constructed and natural. Policies also address other areas with open space qualities in the System that could be compromised by new development and must, therefore, be protected from undesirable impacts, both within and outside their boundaries. Areas that are geographically unique, such as shoreline and waterfront areas, are also addressed. In recognition of the value in selective development along the waterfront in certain areas of the city, policies are proposed to identify the various types of appropriate waterfront activities and facilities.

Because of the special nature and function of parkways as designed landscaped, gateways to the Nation's Capital, policies are provided for their protection, enhancement and ecological value. In addition, the character of gateways is given greater recognition by the addition of policies that call for special identification and landscape treatment of roadways that serve this special role.

Due to the continuing pressures being put on parks and open spaces to be reused or modified for road projects, utility right-of-ways, and other necessary public facilities, policies addressing antennas and towers, for example, are included to protect open space areas from inappropriate uses. Recommendations are made to local agencies to establish policies for protecting non-federal natural features and open space areas included as part of the National Capital Open Space System. Such policies are needed to support federal initiatives to preserve, protect, and enhance the integrity of the federal open space areas and to strengthen the quality of the System and ecology.

The following policies and strategies for implementation address the kinds of recreational and cultural activities deemed appropriate at certain locations and ways in which the System should be preserved, protected, and enhanced, including time frames and entities that should be involved. They provide guidance toward the protection and proper use of parks and open spaces in the National Capital Open Space System to ensure that they remain for the enjoyment of present and future generations, while promoting a healthy eco-system with diverse wildlife.

Parks and Open Space Areas

Parks and open space areas, including federal open space and a broad diversity of other public and private lands, serve as monumental and landscape settings for federal buildings and memorials, as scenes of national historic events, and as providers of many ecologically valuable functions that lead to a healthy community. Parks, open space, and natural features, intended for national and local visitors and wildlife use, are important to the setting of the National Capital and to maintaining a healthy and balanced urban ecology. They are considered nationally significant; and help make up the National Capital Open Space System. The following policies apply to the System:

General Policies

1. Any development that occurs in or around such open space as a result of federal, local, or state governments actions, or private initiatives, should conscientiously address the ecological preservation and protection of the resources therein.

2. The federal government should pursue acquisition via purchase, easement, donation, or other means of ensuring the protection of lands for parks and open space. Such acquisitions should be consistent with the open space policies of this element and fulfill the objectives of *Extending the Legacy.*

Policies for Monumental Parks and Designed Landscapes

1. The great cross-axes of the Mall Complex, from the Capitol to the Lincoln Memorial and from the White House to the Jefferson Memorial, are a unique national space—they are a summary of democratic ideals and achievements that must be protected from inappropriate development. The Mall should be considered complete, and any improvements necessary in this area should be limited in scope and sensitively designed to reinforce the integrity of the Mall Complex.

2. The Mall Complex should primarily serve as a formal setting for the Capitol, the White House, the Washington Monument, the Lincoln Memorial, the Jefferson Memorial, and the Tidal Basin and should be maintained as a large, landscaped, open, and ecologically significant area. It should also serve as a heritage education center and meet the passive/leisure and active recreational needs of visitors and residents, to the extent that its primary purpose is not compromised.

3. The Reserve area shall be respected and no new memorial sites shall be permitted within this area.

4. Memorials permitted to locate in Area I, as defined by the Commemorative Works Act of 1986, as amended, should be sited to protect the landscaped settings of existing memorials and museums, and ensure that existing recreation lands are preserved.

5. Museums permitted to locate in Area I should be considered as adaptive new uses in existing buildings, except in East Potomac Park.

6. Monumental Parks and Designed Landscapes, as shown on Diagrams 1, 2, 3, and 4, should serve as settings to enhance public buildings, monuments, and memorials; as such, their fundamental integrity should be protected. They should also serve as outdoor areas for displays and cultural activities, as well as areas for passive and controlled active recreational activities, including lunchtime picnics and gatherings. These sites should be used to showcase native plants, roses, and other species, whenever possible, and the use of herbicides or pesticides should be avoided.

7. New monumental parks and designed landscapes proposed outside of the Monumental Core area should augment or build on the L'Enfant and McMillan Plans.

8. The historic urban design framework of the Nation's Capital established by the L'Enfant and McMillan Plans for open spaces, long axes, and dramatic vistas must be protected.

9. Due to its location along a major cross-axis of the Capitol, South Capitol Street should be viewed as a significant visual corridor with special open space qualities and ecologically functioning urban landscapes. As such, it should be given serious consideration as a priority location for various federal uses, including monuments, memorials, museums, and foreign missions, that would reinforce its special open space character.

10. Limitations and restrictions on future development in portions of the Mall Complex addressed in the Commemorative Works Act should be strictly followed.

11. Designed landscape parks (squares, circles, and triangles) associated with the L'Enfant City should be restored, where necessary, protected, and enhanced generally as green landscaped areas, providing oases for pedestrians and settings for monuments, memorials, and civic art. Landscaping should emphasize native species whenever possible.

12. East Potomac Park is a valuable recreation open space which acts as an extension of the Mall Complex. It should be considered as a location for future monuments and memorials of exceptional national or international significance, as long as they do not compromise the integrity of existing uses, resources, and eco-system.

13. Small urban park areas, such as Farragut Square, McPherson Square, Dupont Circle, Franklin Square, Lafayette Park, Pershing Park, and the Capitol Hill parks, including Lincoln and Stanton Parks, should continue to serve their primary function as historic and designed landscapes with fountains, monuments, memorials, tree cover, and other features of civic art adding visual amenity to the city. The open lawn areas and benches of these parks provide areas for cultural activities, organized gatherings, and lunchtime picnics.

14. Small passive and/or active recreational open spaces, as well as memorials should be integrated into the development of new buildings. In future federal and other public or private developments, particularly in the central area of the city, serious efforts should be made to provide small, people-intensive open spaces oriented to the needs of the daytime working population as well as visitors.

15. The grounds of the U.S. Capitol Building and open spaces in the surrounding areas under the jurisdiction of the Architect of the Capitol should be maintained, enhanced, and developed in accordance with the Master Plan for the U.S. Capitol.

16. Certain prominent and strategically located sites in the Monumental Core currently used for federal offices should be given priority consideration for reuse as cultural, memorial, or park activities as part of the National Capital Open Space System, when the useful life of the existing buildings has ended. Among these sites are the Navy Annex area between Washington Boulevard and Columbia Pike and north of the Pike adjacent to Arlington Cemetery; the old Naval Observatory landmark site at 23rd and E Street, NW; the Liberty Loan Building on Maine Avenue at 14th Street, SW, near the Tidal Basin; and the Department of Agriculture North Building at Independence Avenue and Jefferson Drive, near 14th Street, SW.

17. Visitors to the Monumental Core should be serviced with good transportation and information systems.

Policies for Historic Parks

1. Historic parks, as shown on Diagrams 1, 2, 3, and 4, should be established and preserved as important legacies of national historic, architectural, and landscape significance. Special efforts should be taken to provide for the interpretation of their history. Historic parks should be properly maintained to provide for controlled use that respects their historical integrity. Ancillary uses, such as access, visitor and multi-purpose activities, should not detract from the historical value of these sites.

2. The historic open space character of the former McMillan Reservoir Filter Plant site under the jurisdiction of the District of Columbia, bounded by Michigan Avenue and Channing, North Capitol and First Streets, NW, should be preserved and the views across the site of the U.S. Capitol from the U.S. Soldier's and Airmen's Home protected.

3. The Fort Circle Parks should continue to be enhanced and completed. Development and enhancement of the Fort Circle Parks should be compatible with the important natural features contained within, as well as the important function they serve as a landscape feature as viewed from the Monumental Core. In addition, the important scenic and historic elements of these Civil War Forts and panoramic views should be preserved, where appropriate. Community-oriented recreational opportunities and a well-delineated trail in a

park-like setting—utilizing the McMillan Plan park connections—should be provided throughout the system.

4. Manassas National Battlefield Park should continue to be preserved as a significant historical Civil War landmark and cultural landscape resource. Sympathetic development adjacent to the park should be ensured for the protection of its open space character and historical qualities. Master plans and other development-guiding instruments, which address either the park or the surrounding area, should examine the appropriateness of land uses and development standards in the areas surrounding the Battlefield Park.

5. The C&O Canal National Historical Park should continue to be preserved as a legacy of inland waterway development and as a significant wildlife corridor. Though preservation of the park's historic and ecological resources should take precedence over the provision of recreational activities, it should also serve as a recreational area for non-motorized uses, such as bicycling, jogging, hiking, and boating. Adjacent development should be kept at a low density, except east of Key Bridge in Georgetown. Public utilities requiring water from the Potomac should be located and constructed so as to protect the historic integrity and natural qualities of the park and help restore the health of the aquatic eco-system and shoreline habitats.

6. Mount Vernon National Historic Site should continue to be protected and preserved as a national legacy. The surrounding areas, natural views and vistas from the site to Piscataway Park and beyond in Maryland as well as of the site, and its access should be protected and enhanced to maintain the integrity of the setting. The Mount Vernon Memorial Highway portion of the George Washington Memorial Parkway, Piscataway Park, National Colonial Farm Museum, Fort Washington, Fort Hunt, and other land areas within the viewshed from Mount Vernon should be considered integral parts of its landscape setting.

Natural Features

The unique character of the urban eco-system created by natural resources and their contribution to the National Capital Open Space System must be recognized and retained as a dramatic and essential influence on both public and private development as well as the natural habitat in the Region. The following policies apply to natural features, including rivers and waterways, terrain features, and the green city setting of the National Capital:

Policies for Natural Parks

1. Natural Parks, as shown on Diagrams 1, 2, 3, and 4, should be established, protected, and maintained to ensure the conservation and enhancement of the significant natural resources of the National Capital.

2. Stream valley parks and small urban forested areas present essentially the only remaining areas for assured quality ground water, thus supporting water quality to the ground water dependent plants and animals that frequently are classed as rare due to the heavily urbanized area in which they reside. The protection and preservation of these remaining ecological features should be given high priority.

3. Rock Creek Park and its tributary parks in the District and Montgomery County, Fort Circle Parks east of the Anacostia River, and the Baltimore-Washington and Suitland Parkways contain cultural resources that should continue to serve as important natural resource areas, retaining existing topography, indigenous plant materials, wildlife, and other natural conditions while providing open space amenities for residents and visitors. Recreational uses such as hiking, biking, horseback riding, and picnicking, along with automobile traffic, should be permitted, to the extent that environmental and cultural qualities of the park are not adversely affected. The borders of the park should receive special protection from adjacent development to avoid erosion or adverse visual impacts. These and other provisions regarding uses and development activities should be reflected in the park's general management plan.

4. The narrow threads of natural green areas throughout the District, like Whitehaven Parkway, Klingle Valley Parkway, Glover-Archbold Park, Soapstone Valley Park, or Piney Branch Parkway, should be protected and maintained to provide green background and open space amenity for the residential areas of the city. These natural areas should be protected from border development that would adversely impact their natural resources and visual quality. The use of generous building setbacks, height controls, the donation of scenic easements, or the transfer of development rights from adjacent landowners should be pursued to ensure protection.

5. Prince William Forest Park, a large natural forest area that comprises almost an entire watershed, is unique to the National Capital. This setting offers camping, hiking, nature study, and other forms of recreation attainable only in large natural areas. The near-wilderness qualities of this park are significant and should be carefully protected. The

Department of the Navy should continue to work with the National Park Service to ensure that the watershed of Quantico Creek is protected. If the watershed lands within the Quantico Marine Base are ever excessed to the needs of the Navy, they should be made part of the park. The National Park Service should continue to acquire private lands or interests in lands within its park boundary to help protect the Gunston Creek Watershed.

6. The land at Mason Neck along the Potomac River in the southern portion of Fairfax County, and Kenilworth Marsh, Oxon, Rosalie, and Smoot Coves, Broad Creek, and Piscataway Creek in Maryland, should be maintained as important conservation and wildlife refuge areas relating to their tidal marshlands where Bald Eagles and Blue Herons nest. They should be protected as scenic natural resources. Mason Neck should also be protected as a historic setting for the landmark Gunston Hall. Both privately and publicly-owned land on the entire peninsula should be retained in its natural state to the extent practicable.

7. In addition to the federal parks and parkways, parklands in northern Fairfax County contribute significantly to the protection and enhancement of the Potomac River shore and should be maintained in their natural state. Recreational facilities should be provided with consideration to conservation of the natural amenities such as the aquatic eco-system and shoreline habitats.

Policies for Green City Setting

1. The green landscape and park-like character provided by trees, grass, and other native plant materials in the National Capital should be protected and enhanced by removal of invasive species, when practical, and replanting with native species to the extent possible. Green areas, in relation to the rivers and urban areas, should receive special emphasis.

2. Efforts should be made to conserve and restore the balance between the urban landscaping and natural ecological systems. Conservation and restoration efforts should strive to incorporate measures, which both address and move beyond visual aspects of the urban landscape, to include the consideration of native habitat, hydrology, and natural systems within the urban setting and natural context.

3. Large preserves and natural greenery should be maintained as part of future development. Predominant landscape plantings such as tree, shrub, and groundcover species should be retained in strategic areas, such as the Mall, in order to afford the form, grace, and dignity appropriate to the monumental design.

4. Abundant, diverse, and well-maintained street trees are important in providing shade, amenity, and traceries of greenery in plazas and other urban spaces, and along streets and avenues. A comprehensive street tree management program that emphasizes proper planting and maintenance of urban conditioned trees, as suggested by American Forests, should be developed and implemented.

5. Landscape plantings and building forms should be integrally designed to reflect the overall urban design framework of the National Capital. The horizontal city character should be continued by relating the heights of buildings to the natural tree cover in the L'Enfant City and its environs.

6. Greenways are essential as corridors for the protection of wildlife and bio-diversity. Efforts should be made to encourage the completion of greenways corridors and their connectivity with other existing or proposed corridors. Federal, state, local, and regional agencies should work together to establish a green space band surrounding the Nation's Capital. This green space band could be comprised of stream valleys, other natural areas, agricultural farm land, parks and open space areas. The concept should build upon existing state and local open space programs and include major federal holdings such as Fort Meade, Patuxent Research Refuge, Beltsville Agricultural Research Center, Marine Corps Development and Education Center, Prince William Forest Park, as well as other public and private lands throughout and adjacent to the Region, and include permitted and restrictive access to the public.

Policies for Rivers and Waterways

1. The entire Anacostia and Potomac Rivers system should be a constant source of enjoyment, urban orientation, and visual delight. Its major features should be retained and enhanced as great open space resources and as recreational opportunities for residents and visitors, and water quality restored.

2. The Y-shaped composition of open water spaces—created by the confluence of the Potomac and Anacostia Rivers—in the L'Enfant City and its environs should be recognized as unique and treated as a publicly accessible urban river setting. Development in this area should preserve and enhance the variety of views and vistas proposed in the L'Enfant and McMillan Plans, respect the grand scale of the rivers' natural landscape, and allow for the appreciation of the extensive areas of water landscape and its related natural and cultural resources, without adversely impacting them.

3. The openness of waterways has historically been an important characteristic of the National Capital and should be protected from any adverse effects due to channelization, undue siltation, intermittent flows, or covering over. To the extent possible and where appropriate, actions which have historically reduced the natural ecological function of waterways in the National Capital should be reversed in an effort to restore landscape, wetland, and riverbank conditions, which improve water quality and the effectiveness of natural systems.

4. All of the Region's unique river-related features—such as the Kenilworth Aquatic Gardens and marsh, the coves and headlands south of Mount Vernon, the Great Falls and the "River Bend" areas, and the gaps at Point of Rocks—should be protected in their natural state. The features' surrounding natural and cultural resources should be restored, where necessary, and preserved.

5. Bridges over rivers and streams, and unique local riverine habitat such as the Chain Bridge Flats, should be minimized whenever possible. New bridge structures should be designed to retain the natural continuity of waterways, shorelines, and valleys. Wherever possible,

bridges and their approaches should enhance the sense of arrival (gateway) or transitional qualities inherent in river crossings.

6. Efforts should be continued to improve the quality of water in the Potomac and Anacostia Rivers to allow for both restored natural habitats and increased recreational use and to help meet the goals of the Chesapeake Bay 2000 agreement. As the water quality improves, swimming, boating, and fishing facilities, as well as water-oriented tourist activities should be encouraged, while protecting the integrity and health of the shoreline eco-system.

Policies for Shorelines and Waterfronts

1. The shoreline of the Anacostia and Potomac Rivers in the National Capital Region should be preserved, restored, and enhanced as a matter of federal interest.

2. In urban waterfront areas that are determined appropriate for development, the following guidelines should be applied:

   a. Construction in environmentally sensitive areas should be avoided.

   b. Degraded areas of shorelines should be restored, stabilized, and/or improved and landscaped.

   c. Development along or near the shoreline should be limited and integrated with the generally low and continuous line of river embankments. Building height should be determined by the building's proximity to the shoreline. The closer a structure is to the shoreline, the lower the profile should be. Sixty-five feet is generally an appropriate maximum height for buildings within 200 feet of the shoreline. In areas characterized as urban waterfronts, such as the Georgetown Waterfront, the Southwest Waterfront, and areas of Southeast near the Southeast Federal Center/Washington Navy Yard, there may be defined areas where building heights may be expected to be higher. Shoreline areas where higher building heights could be focused include L'Enfant vistas such as South Capitol Street, New Jersey and Potomac Avenues, M Street, SE, K Street, NW, and others that may be appropriate. Areas of lower building heights should generally include National Park Services lands, other parklands, and natural areas and parks.

   d. Long, unbroken stretches of buildings or walls along the waterfronts should be avoided. Development along the Potomac and Anacostia Rivers should be designed to allow residents and visitors maximum visual and physical access to the waterfront. This should also apply to all construction, including new roads and freeways, as well as concentrated governmental or institutional land uses that create barriers to waterfront access.

   e. Development within 200 feet of the shoreline should include the use of Best Management Practices to limit the amount of impervious surface. Such practices could include green roofs, rain gardens, porous pavers and native plant landscaping.

3. The shorelines and waterfronts of the Potomac and Anacostia Rivers within the District of Columbia should be publicly owned, except at planned waterfront locations in Georgetown, portions of the Southwest Waterfront along the Washington Channel, and Buzzard Point where controlled private development could be permitted.

4. Public access along the waterfront should be accommodated throughout, including waterfronts on military and other properties when security considerations will permit. Military facilities should restore forested buffers along streams and rivers. In privately owned waterfront areas, access by the public should be arranged by easements or other binding agreements.

5. Within the District of Columbia, the character of publicly-owned waterfront areas should reflect great variety, ranging from a more developed shoreline in Georgetown, the Southwest Waterfront, and the Southeast Federal Center and Washington Navy Yard areas, for example, to a more natural treatment along the shorelines of the Upper Anacostia. In the rest of the Region, with the exception of Old Town Alexandria and a limited number of sites along the urban waterfront in central Washington, the natural or landscaped character of the shoreline should be restored and preserved. Development of the Navy Yard and Southeast Federal Center should include native shade trees along their respective portions of shoreline, compatible with flood plain enforcement.

6. The location of waterfront development, especially within the District of Columbia, such as boat docks and houses, plazas, water taxis, piers, docking areas, or appropriate waterfront buildings, should be consistent with the waterfront objectives contained in *Extending the Legacy* and Commission-approved plans for waterfront improvements. Proposed waterfront development on public land should be coordinated with the Commission in accordance with applicable laws and requirements.

7. In the rest of the Region, outside the District, public ownership of shorelines should be achieved by state, local, or federal governments, to the extent practicable. Public ownership or control of these shorelines should be pursued through the use of easements and other contractual agreements, when possible.

8. The waterfront in Alexandria should be developed in accordance with agreements between the City of Alexandria and the Department of the Interior permitting public access to and along the waterfront.

9. All lands within 150 to 200 feet of the water's edge along the Potomac and Anacostia Rivers should be managed in a manner that will encourage the enjoyment and recreational use of water resources, while protecting the scenic and ecological values of the waterways.

10. Natural shoreline areas in the National Capital Open Space System should be retained in their natural condition or be appropriately landscaped for a distance of 150 to 200 feet from the water's edge, if possible. Large paved parking areas and other non-water-related development should be discouraged within this area. Where large paved areas are required, preference should be given to using pervious surfaces. Existing large parking areas, such as

the Pentagon's north parking lot along Boundary Channel, should be removed as soon as feasible and the areas restored to a landscaped condition with active or passive recreational uses.

11. Natural shorelines should be protected from erosion through appropriate control measures, such as bio-engineering, that retain the natural beauty of the riverfront, yet serve to reduce siltation in the waterways.

12. Waterfront parklands at the southern tip of Buzzard Point should be augmented by the addition of portions of V Street, SW; Canal Street, SW; Water Street, SW; First Street, SW; and Second Street, SW to the National Capital Open Space System. These additions will help establish waterfront park continuity and consolidate unused street right-of-way into more productive ecological and recreational use.

13. In natural and undeveloped portions of the Potomac and Anacostia Rivers and their tributaries, the variety of broad and narrow water courses and natural shoreline characteristics should be maintained and protected. Portions of the shoreline that have been altered and negatively impact the environmental and open space quality of the rivers should be restored where appropriate.

Policies for Terrain Features

1. The Region's unique terrain features should be protected and enhanced for their naturally scenic and ecologically functioning qualities and relationships to the National Capital. Such features include:

   a. The Anacostia, Suitland, and Rock Creek valleys.

   b. The bluffs framing the Potomac estuary and those along the river's bends and reaches upstream of Great Falls.

   c. The Blue Ridge, Bull Run, South Catoctin, and Sugar Loaf Mountains in the western and northwestern part of the Region.

   d. The headwater, reservoir, and other scenic and ecologically significant terrain areas along the Patuxent River.

   e. The areas of typical Coastal Plain/Piedmont Plateau character which the Beltsville Agricultural Research Center, Patuxent Research Refuge, Manassas Battlefield Park, Washington-Dulles International Airport, Fort Meade, Marine Corps Development and Education Center, and Prince William Forest Park have helped preserve.

   f. The forrested ridgelines of the Topographic Bowl surrounding the central city.

2. The "fall-line" gorge through Rock Creek valley should remain in its natural condition and its transition highlands and rim areas and surroundings should be kept free of intrusive constructed forms. The stream valley's connection with the Potomac River should be

restored and enhanced; the historic canal features preserved; and water-oriented recreation facilities retained.

3. As a great natural area, the Potomac Palisades and the gorge surrounding Great Falls should reflect the nature that guided early settlement in the Region. Conspicuous constructed forms should be avoided upstream from Key Bridge. The transitions from natural to urban character on the higher slopes and crests paralleling the Potomac River and its tributary valleys should remain gradual, and permitted development should not exceed the height of the existing tree cover.

4. The natural floodplain and wetland areas of the Anacostia River valley and its unique aquatic plant materials should be restored and protected from further adverse encroachment by urban development.

5. Terrain features throughout the Region should be protected through careful design: natural juxtapositions of highlands and lowlands should remain evident and emphasized by extensive tree lines and tree cover; developed areas should continue to reflect their underlying land forms; and "cliff" or general terraced building massing should be used to integrate low impact development with the terrain.

6. The Topographic Bowl formed by lowland and rim features of the L'Enfant City and environs should remain evident, particularly by controlling the urban and natural skylines in the Anacostia, Florida Avenue and Arlington County portions of the Bowl as follows:

   a. The green background of the Anacostia hills should be preserved, and building masses should be integrated with and subordinated to the hills and ridges.

   b. The Florida Avenue escarpment's natural definition of the L'Enfant Plan boundaries should remain evident by retaining developments that are fitted to the landforms and by promoting low-rise development that can be distinguished from the greater height of the L'Enfant City's core areas.

   c. Within the western portion of the bowl, a horizontal skyline should be retained by relating building heights to the natural slope and rim areas of Arlington Ridge as viewed from the Capitol, the Mall, and other riverside outlooks.

   d. In the background areas of the Mall vista, as viewed from the west terrace of the U.S. Capitol, the urban skyline should be maintained within the basic building height limits specified by Arlington County in an agreement with the Commission for the Rosslyn-Ballston corridor. Provisions for exceptional or "bonus" heights should be discouraged.

7. Special efforts should be made to preserve the low-scale development of the Capitol Hill plateau in the residential area east of the Capitol grounds to enhance and emphasize the monumentality of the U.S. Capitol Building.

Policies for Other Areas with Open Space Qualities

1. Other areas in the Region, as shown on Diagrams 1, 2, 3, 4, and 5, which have significant open space qualities, such as the National Arboretum, Beltsville Agricultural Research Center, and McMillan and Dalecarlia Reservoirs, augment more traditional park areas and contribute to the setting of the National Capital. These areas should continue to be conserved and their essential open space character maintained.

2. Portions of military reservations located in the Region such as Andrews Air Force Base, Fort Belvoir, U.S. Soldiers' and Airmen's Home, and Marine Corp Development and Education Center, as shown on Diagrams 1, 2, 3, and 4, add significantly to the inventory of open space and should be conserved. To the extent practicable, public use of these areas for recreation should be accommodated.

3. Wildlife refuge areas in the Region, which provide protection for wildlife species, including endangered ones, should continue to be maintained as critical natural open spaces and protected from potential adverse impacts from surrounding developments, including major highway or other transportation projects.

4. The Beltsville Agricultural Research Center and the nearby Patuxent Research Refuge are important regional open space resources. Future development plans for these extensive sites should recognize this role and maintain their ecological role in the watershed and their green character and open space qualities by limiting building development and employment density.

5. The National Zoological Park should continue to be maintained and developed as an integral part of the Rock Creek stream valley, emphasizing natural conditions and retaining existing topography and indigenous plant materials to the extent practicable.

6. The trees and plant materials on antenna ranges and in the landscaped buffer areas on federal installations should be maintained and conserved in a natural condition. Perimeter roads and cleared areas on these sites should be kept to a minimum, carefully landscaped, and managed in a manner that addresses security, aesthetics, and natural character.

7. The buffer areas along the perimeter of Andrews Air Force Base and Washington-Dulles International Airport should be retained as wooded open areas to maintain the overall aesthetic quality of these facilities, to serve as a noise buffers, and to provide other environmental benefits.

8. Passive and active recreational open space, as well as memorials, should be integrated into the development of the Robert F. Kennedy Stadium area.

9. Cemeteries are an important community amenity that contribute to the open space system. Public and private cemeteries should be afforded protections from adverse adjacent uses and open to the public.

Policies for Special Purpose Facilities and Areas

Special purpose facilities and areas should be provided in appropriate locations within the National Capital Open Space System, as shown on Diagrams 1, 2, 3, 4, and 5, for the enjoyment of residents and visitors to the National Capital. These include facilities and areas for outdoor cultural and recreational activities, such as golf courses, boating facilities, multiple-sports centers, outdoor performing arts centers, nature study facilities, and swimming and camping areas. Gateways, parkways, and trails, which serve visitors and residents of the Region, are also included.

Policies for Cultural Activities

1. In a temperate climate like Washington's, many cultural affairs, such as concerts, fairs, and displays of all kinds, should be encouraged in outdoor venues. Facilities and areas for such events should be made available throughout the National Capital Open Space System. These areas should be protected as much as possible from noise and distractions from surrounding activities, especially in the Mall Complex.

2. The importance of Washington as a national tourist attraction is enhanced by the presence of such unique facilities as the National Arboretum, the Kenilworth Aquatic Gardens, and the National Zoo. These outdoor educational facilities are important, both visually and educationally, and should be continued and carefully maintained as part of the National Capital Open Space System. Every opportunity should be made to use these facilities to showcase roses or similar species.

3. As an adjunct to the many cultural resources in the Region, the Wolf Trap Farm Park, the Carter Barron Amphitheater, the Sylvan Theater, and the Fort Dupont Summer Theater should be maintained as important outdoor facilities for the performing arts, serving not only the residents of the Region, but also the many visitors to the Nation's Capital.

4. The Mall Complex should not only serve as the landscape setting for national museums, monuments, and memorials, but should continue to serve as an area for outdoor cultural events and public gatherings and celebrations.

5. East Potomac Park should also serve as an area for outdoor cultural events, gatherings, and celebrations, while continuing to support the recreational needs of visitors and residents.

6. The John F. Kennedy Center for the Performing Arts is one of our Nation's premier cultural centers and attractions. Opportunities to enhance the open space quality of the area surrounding the center and accommodate new museums and other activities should be explored. Pedestrian circulation that links the center to the Potomac waterfront and E Street and strengthens connections to Metro and other portions of the city should be provided.

Policies for Recreational Activities

1. All public open space lands within the National Capital Open Space System, in addition to performing their primary functions, should perform a complementary role in the provision of passive or active recreation opportunities.

2. Anacostia Park should serve as a park of special riverside, ecological, and scenic quality and character, with its complimentary facilities such as the National Arboretum, the Kenilworth Aquatic Gardens, and Robert F. Kennedy Stadium. In addition, water-oriented and other recreational activities should be provided. Future improvements to the park should protect sensitive natural and cultural resources while allowing the addition of park amenities that complement land uses and increased access to the public. Its parklands must be conserved and protected from continuing unnecessary demands for development of roadways, parking, housing, and other purposes. Continuity of urban park lands should be secured from the 11th Street Bridge to Buzzard Point in order to complete the riverfront open space. Industrial and non-conforming uses of parklands should be phased out and natural features should be restored where feasible.

3. The National Capital Open Space System should continue to provide region-serving recreational facilities, as shown on Diagrams 1, 2, 3, 4, and 5, such as marinas at Columbia Island, Daingerfield Island, Southwest Waterfront, Georgetown, along the Anacostia River, and at Fort Washington; golf courses in Rock Creek Park, Anacostia Park, and East Potomac Park; nature centers at the Arboretum, the Kenilworth Aquatic Gardens, and Rock Creek Park; camping facilities in Greenbelt Park, Great Falls Park, Prince William Forest Park, and Oxon Cove Park; multi-sports facilities; including but not limited to tennis, swimming, and equestrian facilities; soccer fields, picnic areas; and other areas for both active and passive recreation, where appropriate.

4. Large, scenic public park areas in the Region, such as Greenbelt Park, Prince William Forest Park, and Oxon Cove Park, should continue to serve as important open space resources for residents, as well as for visitors and tourists. They should be maintained as part of the National Capital Open Space System for camping, hiking, nature study, and other recreational activities in a manner that does not adversely impact their natural resources and scenic qualities.

Policies for Trail Systems

1. A continuous system of non-motorized trails for hikers and bicyclist, as appropriate, should be developed throughout the National Capital Open Space System, as shown on Diagrams 1, 2, 3, 4, and 5, linking with the trails of other systems in the Region and providing access to Metro stations, employment centers, and shopping areas to the greatest extent practicable.

2. Trail systems should include connections across bridges, trestles, and tunnels and through extant railroad, utility and highway corridors, and federal civilian and military installations to the maximum extent possible.

3. Continuous shoreline trails should be developed to the extent possible, taking into account sensitive natural and cultural features. On the Maryland shore of the Potomac, a continuous trail system should link southern Prince George's County with Anacostia Park in the District through the Fort Foote and National Harbor areas, Oxon Cove Park and the Bolling Anacostia Tract. In addition, the existing trails on the Virginia shore should continue to be strengthened in the Rosslyn area, providing access from both nearby bridges to the Mount Vernon Trail. The existing foot trail north from Arlington along the George Washington Memorial Parkway should be linked to other county trails and extend along the American Legion Bridge connecting the C&O Canal National Historical Park. Where possible, the Anacostia Riverwalk and Trail should be developed on both sides of the Anacostia River so as to connect existing pedestrian and bicycle trails on the National Mall to those existing along Anacostia River tributaries in Maryland.

4. The Fort Circle Park trail system should be completed as a continuous trail, linking the historic Civil War Fort sites within the District. Existing street right-of-ways shall be used where delicate cultural and natural features will not support a trail alignment unimpaired. The existing hiking trail through Glover-Archbold Park should be upgraded and link the Fort Circle trail system with the C&O Canal trail, if practicable.

5. The designated Potomac Heritage trail, to be a part of the National Trail System extending from the Chesapeake Bay to the Appalachian Trail in West Virginia, Pennsylvania, and beyond, should be developed, using the existing and proposed trails within the National Capital Open Space System as much as possible. A segment of the Potomac Heritage trail should extend along the Potomac River through a portion of the National Harbor Development in southern Prince George's County with connections to Oxon Hill Manor, Oxon Hill Farm Park, Rosalie Island, and along the Woodrow Wilson Memorial Bridge to Jones Point Park.

6. The hiking-biking trail in Rock Creek Park, which extends from the District and throughout most of the entire stream valley into Maryland, is an important and popular local and regional trail connection. As such, it must be preserved, maintained and improved to current national trail standards, and sections within the District should be completed to continue to provide a safe and pleasant experience for its users. Sidewalks at park access points should be improved to better provide pedestrian and bicycle access to Rock Creek Park. Likewise, the existing system of equestrian and foot trails should be properly maintained and continue to be provided in Rock Creek Park.

7. The Metropolitan Branch Trail should be completed connecting Union Station to points in the District of Columbia and Maryland.

8. Special attention should be paid to completing national trails which travel through the National Capital Region. These trails include the American Discovery Trail, connecting Deleware to San Francisco, and the East Coast Greenway, which runs from Maine to the Florida Keys. Federal properties can help link the Baltimore and Washington metropolitan areas via the East Coast Greenway trail.

9. Special attention should also be paid to incorporating the "blue trail" for paddle and rowing crafts on or within the waterways of the Nation's Capital. Appropriate signage and landing facilities should be incorporated along the Potomac and Anacostia Rivers, especially in those areas where key destinations are located on or at the rivers' edges, such as the National Arboretum, Kennilworth Aquatic Gardens, and the Navy Yard Historical Museum.

10. Special attention shall be paid to lands that have significant open space qualities in order to assist in the development of critical regional pedestrian and bicycle trail connections, even if these land areas are not expressly used for open space or recreation uses.

11. An explicit bicycle trail should be designated along the length of the Mall from the Capitol Grounds to East Capitol Street and Memorial Bridge, connecting other existing and proposed trail systems.

12. A hiking-biking trail should be provided within Suitland Parkway with connections to Andrews Air Force Base and other adjacent trails in Prince George's County and the District.

Policies for Gateways and Parkways

The Gateways shown on Diagrams 1, 2, 3, 4, and 5 are important roadways used by residents, tourists and other visitors to the National Capital, and should be maintained and enhanced to provide scenic and attractive entranceways to the seat of national government. The following policies apply:

1. The George Washington Memorial Parkway should be maintained as a scenic historic landscape corridor, serving not only as a spectacular gateway artery to the Nation's Capital, but also preserving its important historic associations. Its scenic, historic, and recreational aspects should be emphasized and protected, even at the expense of its traffic-carrying role.

2. The Baltimore-Washington Parkway should be maintained as a significant historic landscape park and open space feature of the National Capital Open Space System. The parkway should continue to serve as a gateway and scenic approach for visitors to the National Capital, as well as a transportation connector between federal facilities, Washington, D.C., and the Baltimore-Washington International Airport. The roadway should not be widened, utilized for other modes of transportation or additional interchanges provided which would detract from its landscaped quality and character. Also, the portion of New York Avenue that lies between the parkway and the downtown area should be improved, visually enhanced, and considered for transit use, reflecting its function as an important gateway to the Monumental Core area.

3. Suitland Parkway should be retained as part of the National Capital Open Space System serving as a gateway to the Nation's Capital for the President as well as other visiting world leaders. Its parkway character and quality should be maintained throughout and improved in its urban sections by increasing landscaping within the parkway and on adjacent properties.

4. As an extension of the Suitland Parkway gateway, South Capitol Street should be improved with open space amenities that are consistent with the provisions contained in Legacy.

5. The visual character and landscaped quality of the Dulles Airport Access Road, and its extension to Interstate 66, should be enhanced with increased landscaping and considered for transit use, while continuing to serve as an important gateway and scenic roadway between the airport and the Nation's Capital.

6. Roadways in the Interstate Highway System are important gateways. These roads should be improved and maintained in a manner that protects and enhances their landscape character and quality; gives attention to scenic views from the road; and provides informative signs to assist visitors. Advertising signs and bordering development should be carefully controlled to avoid adverse visual impacts. Sound and noise attenuation walls along interstate roads should be designed, built, and landscaped in an attractive manner that complements the overall appearance of the corridor.

7. Major streets, arterial roadways, passenger railways, bridges, and trails that provide access to the Nation's Capital should be valued for their scenic or historic significance, and their gateway potential should be enhanced. Railroad stations and airports should be encouraged to develop appropriate facilities to promote bicycle circulation and regional eco-tourism.

8. In the urban or densely developed area along gateways, special attention should be given to providing and maintaining street trees and attractive street furniture and lighting, including informative signs for visitors. The rights-of-way of these avenues, streets, or roadways should be retained to maintain their open quality and should not be encroached upon by new buildings.

Policies for Other Open Space Issues

1. The location of towers, antennas, or similar structures in or adjacent to federal parks and open space areas should be discouraged, to the greatest extent possible.

2. In rare instances where antennas or towers must be located within a federal park or open space, they shall conform to the Commission's Guidelines for Antennas on Federal Property in the National Capital Region as well as the following:

    a. Every effort should be made to avoid locating antennas and tower structures within the viewsheds of established natural and cultural landscapes and open spaces.

b. Antennas and towers should be sited in a manner that use existing trees, vegetation, or structures for concealment to the greatest extent possible.

c. Innovative designs that make antennas and towers less conspicuous as possible in a natural setting should be encouraged. The use of compatible alternative tower structures that are similar in design or appearance to trees or other tall features may help to reduce the visual impact of these structures.

3. Federal and local agencies should, to the extent practical, identify appropriate locations for the siting of antennas and towers through their master and comprehensive plans. This should help to protect the functional integrity of, and the important viewsheds to and from, federal parks or open space areas.

Policy Recommendations for Parks, Open Space, and Natural Features Under Non-Federal Jurisdictions

The Commission makes the following recommendations with respect to the open space areas under the jurisdiction of local agencies, which together with the federal components of the National Capital Open Space System, constitute the public park, recreation and Open Space System in the Region and are of federal interest:

Recommended Policies for Natural Features

1. Local agencies should continue to maintain stream valleys as natural open space to protect watersheds and natural features; these open space lands should be protected from development, as important links in a regional Open Space System.

2. Local agencies in the Region should consider rezoning; establishing transfer of development rights and scenic easements; and initiating other land preservation techniques for land areas in the vicinity of important scenic and historic areas—including the Manassas National Battlefield Parks, the George Washington Memorial Parkway, Baltimore-Washington and Suitland Parkways, other gateways to the Nation's Capital, and areas along the Anacostia and Potomac Rivers—to protect the character and quality of these areas as major features of the National Capital Open Space System.

3. Local agencies should consider establishing scenic easements and other appropriate land use controls in and around military installations and other federal facilities, such as Fort Belvoir and the National Institute of Standards and Technology, to protect the natural and open space quality of these installations from potential adjacent adverse development or land uses.

4. Federal parks, open space, parkways, greenways, and other federal components of the National Capital Open Space System should be shown on local agencies' land use and development plans as park and open space use and not reflect the zoning of the adjacent non-federal land.

5. Local agencies should avoid, whenever possible, widening of roads and highways under their jurisdiction through or adjacent to federal parks and open space.

6. Management decisions that preserve the ecological integrity of natural areas on public lands should be encouraged.

7. Preserving existing natural communities and their functions, over alternatives for replacement and or mitigation ecological restoration projects, should be encouraged whenever possible.

IMPLEMENTATION STRATEGIES

RELATING TO THE PARKS, OPEN SPACE, AND NATURAL FEATURES ELEMENT

The implementation strategies are described as short-term or long-range. Short-term strategies are usually achievable within five years, or may be dealt with on an ongoing basis. Long-range strategies may also be addressed within five years, but are typically of a scope that may require five to 20 years or more.

To implement the planning policies set forth in the Parks, Open Space, and Natural Features Element, the Commission approves the following:

Natural Features

Shorelines and Waterfronts

Short-term Implementation Strategies

1. The Commission should work with local agencies with authority over Potomac or Anacostia River shorelines outside of the District of Columbia and City of Alexandria in reevaluating and, if necessary, revising local subdivision or zoning regulations to ensure the protection and maintenance of the natural quality of the shoreline within 150 to 200 feet of the water.

2. Federal agencies controlling land along the Potomac and Anacostia Rivers and their tributaries should use trees and plant cover, whenever possible, as a means of stabilizing shorelines and addressing other environmental concerns. Landscaping should be given a high priority in project planning and every effort should be made to ensure that sufficient funding is included in their respective capital improvements programs and budget requests for this purpose.

3. Federal and District agencies should work with Maryland and other state and local jurisdictions to ensure that federal and District shoreline development policies and plans are consistent with the State of Maryland's Critical Areas Program, which requires shorelines to be managed in a way that effectively limits development for the enhancement of natural resources and control of non-point pollution.

Long-Range Implementation Strategies

4. The District of Columbia, federal, and other local agencies should use easements, binding agreements, tax credits, or other incentives to provide non-motorized public access along the shorelines of the Anacostia and Potomac Rivers.

Rivers and Waterways

Short-term Implementation Strategies

5. Federal, District and regional agencies should give high priority to improving the water quality of the Anacostia River as well as protecting and improving adjacent park and other open space lands.

Green City Setting

Short-term Implementation Strategies

6. In order to help maintain and enhance the green city setting of the National Capital, sufficient area should be provided for street tree growth when public and private redevelopment occurs by increasing building setbacks or other effective means. Planting areas should allow for sufficient root growth to help ensure the survival of major trees for a period of time that corresponds to the life of buildings.

7. A comprehensive street tree management program that incorporates planting of urban condition tolerant trees along with a computerized inventory of trees in the city should be developed and implemented by the District of Columbia government and federal agencies, in coordination with the Commission. The National Park Service and the District of Columbia government should work with other federal agencies in the establishment of a tree farm(s) to ensure an adequate supply of desired species for streetscape, park, project development, and other landscaping needs within the city.

Parks and Open Space

Shorelines and Waterfronts

Short-term Implementation Strategies

8. The National Park Service should initiate, in coordination with the District of Columbia Office of Planning, the acquisition of available property between the Anacostia River and V Street, SW, for the establishment of a continuous river walk and park and water-related recreational use.

9. The Commission should support the efforts of the National Park Service, Arlington County, and the Arlington Boathouse Foundation to locate a boathouse on the Arlington side of the Potomac River for non-motorized boating.

10. The Commission, in coordination with the National Park Service, should support local and state governments and private efforts to establish a Potomac water trail along the Virginia shoreline of the Potomac River in connection with the Potomac Heritage National Scenic Trail.

Monumental Parks and Designed Landscapes

Short-term Implementation Strategies

11. The National Park Service, in partnership with the Commission and other appropriate interests, should conduct an assessment of the conditions of designed landscapes or monumental parks under its control to determine if there are needs for maintenance, preservation, restoration, or rehabilitation, due to changed conditions or new requirements or functions. The National Park Service should initiate the necessary process for their restoration or redesign and reconstruction.

12. The Commission should work closely with the National Park Service, the General Services Administration, the Commission of Fine Arts, other appropriate federal agencies, and the District government to develop an action plan to reserve, through appropriate means, those areas identified as potential memorial sites in the Commission's Memorials and Museums Master Plan.

Long-Range Implementation Strategies

13. The Commission, in coordination with the National Park Service, Advisory Council on Historic Preservation, and other appropriate federal and local agencies, should initiate a study of the major monumental axes within the topographical bowl area to develop policies that will further preserve, protect, and enhance the historic views of the Capitol and other important features within the Monumental Core area.

14. Special efforts should be placed on minimizing the visual impacts from future development in the Rosslyn-Ballston corridor on the Mall Complex. Further agreements should be reached to ensure that structures, including buildings and signs/logos, visible in the background area of the Mall Complex, avoid the use of materials that may detract from the quality of the open space. In particular, highly reflective surfaces, strong lighting, and the use of bright or intense colors should be avoided.

15. Federal agencies should incorporate small, people-intensive plazas, courts and parks—oriented to the needs of the daytime working population as well as visitors—into new federal office buildings and landscapes, where appropriate.

16. Federal agencies should plan facilities and sponsor programs to increase outdoor concerts and performances along the Anacostia and Potomac Rivers and in the Monumental Core area now that the noise impacts of Washington Reagan National Airport are substantially reduced.

Historic Parks

Short-term Implementation Strategies

17. The National Park Service should complete development of the Fort Circle Parks as soon as possible, acquiring the necessary interest in required lands through land purchases, exchanges, easements or use agreements, to provide for a continuous trail and protection of the park environment. Any required realignment of the trail or adjustments to existing federally-owned parcels should be indicated by modification of the Fort Circle Parks Master Plan for those affected areas of the system. Development of Fort Circle Parks should take into account the important natural and viewshed features found within.

Long-Range Implementation Strategies

18. Prince William County should continue to work with the National Park Service to protect the Manassas National Battlefield Park by enforcing and expanding the low density land uses south and west of the park, and keeping adjacent building heights to a maximum of 40 feet.

19. The National Park Service should complete the necessary studies and seek appropriate funds to relocate Virginia Routes 29 and 234 outside of the Manassas National Battlefield Park.

Other Areas with Open Space Qualities

Short-term Implementation Strategies

20. Department of Defense agencies should conserve training areas that have open space qualities on military installations as green open spaces by establishing these areas as special use zones in which no development will be permitted in their master and strategic plans, whenever possible. When these lands are no longer needed for military purposes, they should be transferred to a federal, state or local agency for management as permanent open space.

21. The Commission should support federal agency requests for the acquisition of additional property necessary to protect the ongoing missions of the installations from outside development or to enable the installations to better manage and protect sensitive research and related mission activities.

22. The Commission should work with federal agencies whose installations include large expanses of open spaces such as the Beltsville Agricultural Research Center, Goddard Space Flight Center, and the National Institutes of Standards and Technology to support the retention and protection of these areas. Such lands often provide a necessary buffer between federal activities and surrounding land uses.

23. The Commission should work with the Department of Defense, the Metropolitan Washington Airport Authority, and affected local agencies to develop conservation strategies to ensure that forested and open space "clear zone" areas around Andrews Air Force Base and the

regional airports remain in their natural and open space character. These areas should not be developed with incompatible or undesirable uses that would threaten the safety of military and civilian airport operations.

24. The Commission, federal agencies, District government and the Washington Metropolitan Area Transit Authority should plan for and implement the circulator system to serve the Monumental Core area as called for in 'Legacy.'

Special Purpose Facilities and Areas

Short-term Implementation Strategies

25. In order to minimize the potential for antennas, water and communication towers, or similar structures to be located on or adjacent to federal park or open space lands, federal and local agencies should work closely with the Commission and the telecommunication industry to identify alternative means of accommodating telecommunication needs. Existing antennas and towers in natural parks, such as Rock Creek Park, should be relocated outside of park boundaries, when feasible.

Long-Range Implementation Strategies

26. The Commission should initiate, in partnership with the National Park Service and other appropriate federal and local agencies, a study of gateways with the objective of developing guidelines and strategies for the enhancement of gateway corridors.

27. Federal agencies controlling properties that are identified as excess to their needs, and that have little or no national significance but can serve important local recreation functions, should consider transferring those properties to the appropriate local or regional recreation authorities. Use of such properties by the local agencies should be restricted to park and recreation or uses that would be compatible to the adjacent federal facilities.

28. Federal agencies should continue to provide cultural and recreational facilities in the National Capital Open Space System as indicated on Diagrams 1, 2, 3, and 4, in the Parks, Open Space, and Natural Features Element of the Comprehensive Plan.

29. The New York Avenue and South Capitol Street corridors should be rehabilitated and their viewsheds enhanced with street trees, landscaped buffers, and open space amenities to improve their gateway character. The Commission, and other federal agencies should commit resources, both technical and funding, to help the District in the restoration and enhancement of these important gateways.

30. All bridge crossings of the Anacostia and Potomac Rivers should serve as important multi-modal connections for urban neighborhoods and pedestrian and bicycle trails within the Nation's Capital and as important urban gateways and civic symbols, as reflected in the Legacy Plan vision. The aesthetic and civic character of bridges, such as the 14th Street, Theodore Roosevelt, Frederick Douglass, and 11th Street, as well as their usefulness to

pedestrians and bicyclists, should be given special consideration by the federal agencies and District of Columbia government when improving or rebuilding these structures.

General

Long-Range Implementation Strategies

31. Prior to engaging in land acquisition, federal agencies should first consider other non-monetary means, such as land exchanges or use agreements, that could accomplish the objectives of preserving, protecting, and enhancing the National Capital Open Space System.

32. Federal agencies should, after public presentations, prepare and submit for Commission review and approval master, subarea, general development, or management plans for the orderly long-range development and protection of each major federal facility or installation in the National Capital Open Space System. These plans should be consistent with the policies in the Parks, Open Space, and Natural Features Element of the Comprehensive Plan, and guide the development and management activities of various installations over a period of 10 to 20 years. Plans should be reviewed every five years and updated as needed.

33. Federal agencies proposing to acquire land, transfer land to, or delete land from the National Capital Open Space System should submit such proposals to the Commission for consideration as amendments to the Parks, Open Space, and Natural Features Element. The Commission will coordinate such proposals with the state and local jurisdictions.

34. Federal agencies with contributing nationally significant parks, open spaces, and natural features, as shown on Diagrams 1, 2, 3, and 4, should develop strategies for the protection, enhancement, conservation, and restoration of those features as part of their master plan, project plans, and capital improvements planning program. Whenever possible, open space and recreational facilities should be made available for community use.

35. Federal agencies should expand their open space areas around the Region's natural features when possible—particularly along the shorelines of the Potomac, Anacostia, and Patuxent Rivers, as well as streams and other important waterways—to protect these open space features from adverse impacts and provide for their use, access, and enjoyment by the public. The use of scenic easements, land exchanges, transfer of development rights, and tax incentives should be considered in addition to land acquisition. Partnerships, such as the one between Arlington County and the Northern Virginia Conservation Trust, and working with the State of Maryland in the administration of the Smart Growth Initiative and Program Open Space are effective means of achieving these objectives.

36. The Commission, in partnership with the National Park Service, should work with other federal and local agencies to develop an interactive, on-line database for parks and other federal lands. This database would be compatible with the database system established by the National Park Service to better facilitate public awareness and use of open space resources.

37. The National Park Service should continue to work with local governments to select and establish the physical alignment of the Potomac Heritage Trail.

DEFINITIONS

Parks, Open Space, and Natural Features Element

Active Recreation: Those leisure pursuits requiring moderate to high physical exertion (e.g., hiking, bicycling, skating, and ball playing).

Antennas and Towers: Structures and devices that are used for the transmission of electronic, magnetic, or radio wave communication.

Capper-Cramton Act: Act of May 29, 1930, (46 Stat. 482), as amended, which provides "for the acquisition, establishment, and development of the George Washington Memorial Parkway along the Potomac from Mount Vernon and Fort Washington to the Great Falls, and to provide for the acquisition of lands in the District of Columbia and the States of Maryland and Virginia requisite to the comprehensive park, parkway, and playground system of the National Capital."

Designed Landscapes and Parks: Squares, circles, triangles, and other parcels that serve as small formal parks in the District of Columbia and are generally associated with the street system of the L'Enfant City and its later extensions; other plazas, courtyards, and open areas associated with public buildings are also included.

Federal Agencies: Departments, agencies, and other operating units of the federal government.

Fort Circle Parks: The remains of the historic Civil War Defenses of Washington that are today's park system of interconnected scenic hills landscaped and natural area corridors that circle the District of Columbia.

Gateways: The approaches to the National Capital used by national and international visitors, residents, and other travelers in the Region, including parkways, interstate highways, bridges, Special Streets, other roads, rail and Metro lines, as well as points of arrival, such as transportation terminals.

Green City Setting: The park and park-like character of the city and its environs that is due to the presence of trees and abundant landscaping threaded through built-up urban areas, or bordering the shorelines of its rivers and streams.

Historic Parks: Open space areas and their interconnections that are designed historic landscapes whose principal purpose is to preserve or enhance the scene of historic events or features, usually with a legislative mandate. Most of the parks in the L'Enfant Plan are designed historic landscapes and on the National Register of Historic Places. Others include: the C&O Canal National Historical Park; Balls Bluff National Cemetery; Manassas National Battlefield Park; Mount Vernon Memorial Highway; Fort Bayard; Fort Bunker Hill; Fort Foote; Fort Hunt; Fort Washington; the Fort Circle Parks; Harmony Hall; the Old Stone House; Rock Creek Park; George Washington Memorial Parkway; East and West Potomac Parks; and the Frederick Douglass Home. The Meridian Hill Park is a National Historic Landmark.

L'Enfant City: The area laid out in 1791 by Pierre L'Enfant and extended by the McMillan Commission in 1901, bordered by Rock Creek Park on the west, Florida Avenue on the north, Florida Avenue extended on the northeast to the Anacostia River, and the Potomac River on the southwest.

L'Enfant Plan: The body of designs and plans for the original City of Washington, which were promulgated by President George Washington and recognized by Congress as the general work of Pierre Charles L'Enfant, notably as subsequently laid out by the Office of the Surveyor of the District of Columbia government according to the "King Plats of the City of Washington in the District of Columbia, 1803."

Local Agencies: Operating units of non-federal levels of government, including regional, state, county, city, and the District of Columbia, that have jurisdiction over lands within the National Capital Region.

Mall: That section of the Monumental Core bounded by Constitution Avenue on the north, Independence Avenue on the south, First Street, NW on the east, and Fourteenth Street, NW, on the west. (National Park Service Reservations #3, 3A, 3B, 4, 5, 6). See also, "Mall Complex."

Mall Complex: Popularly referred to as "the Mall," a portion of the Monumental Core east of the Potomac River, consisting of the Capitol Grounds; "The Mall," as defined above, includes the Washington Monument Grounds, the Ellipse, West Potomac Park, and the Jefferson Memorial grounds.

McMillan Plan: The body of plans for the systematic improvement and extension of parks and public buildings sponsored by Senator James McMillan on behalf of the U.S. Senate in 1901 and set forth in "Report of the Park Commission" (Senate Document No.166), 1902, as subsequently realized under guidance of the Architect of the Capitol, the Commission of Fine Arts, and the National Capital Park and Planning Commission.

Monumental Areas and Parks: Formally or informally designed settings and landscapes which promote a sense of place and dignity for public buildings and monuments and memorials.

National Capital: The District of Columbia and territory owned by the United States within the National Capital Region outside the District of Columbia.

National Capital Open Space System: Open spaces in the Region of national significance including federal open space and other open space areas important to the setting of the National Capital, regardless of ownership or jurisdiction.

National Capital Parks: The system of parks, parkways, historic military fortifications, green areas, and other reservations administered by the National Park Service/National Capital Region.

National Capital Region, or Region: The District of Columbia; Montgomery and Prince George's Counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William Counties in Virginia; and all cities now or hereafter existing in Maryland or Virginia within the geographic area bounded by the outer boundaries of the combined area of said counties.

Natural Areas and Parks: Areas that are primarily left to the forces of nature or are naturalistically maintained (possessing a characteristic of "greenness" whose principal purpose is to conserve natural resources and landscapes and the associated environmental amenities).

Natural Features: The landscape characteristics of the National Capital and its environs such as forests, meadows, hills, valleys, rivers, and streams which make significant contributions to its open space and landscape character.

Open Space: Parks and other lands or waterways that are predominantly lacking in constructed obstructions and are permanently or indefinitely in such condition.

Parkway: A linear or corridor park with a central resource (scenic roadway, stream valley, forested ridgeline) that follows the natural landform and combines landscaped areas, natural or naturalized areas, and recreational or transportation features within a scenic park setting.

Passive Recreation: Quiet leisure pursuits with minimal physical exertion, such as sitting, reading, fishing, and picnicking.

Regional Open Space System: The collection of open spaces comprised of the federal and local agencies or private open spaces in the National Capital Region.

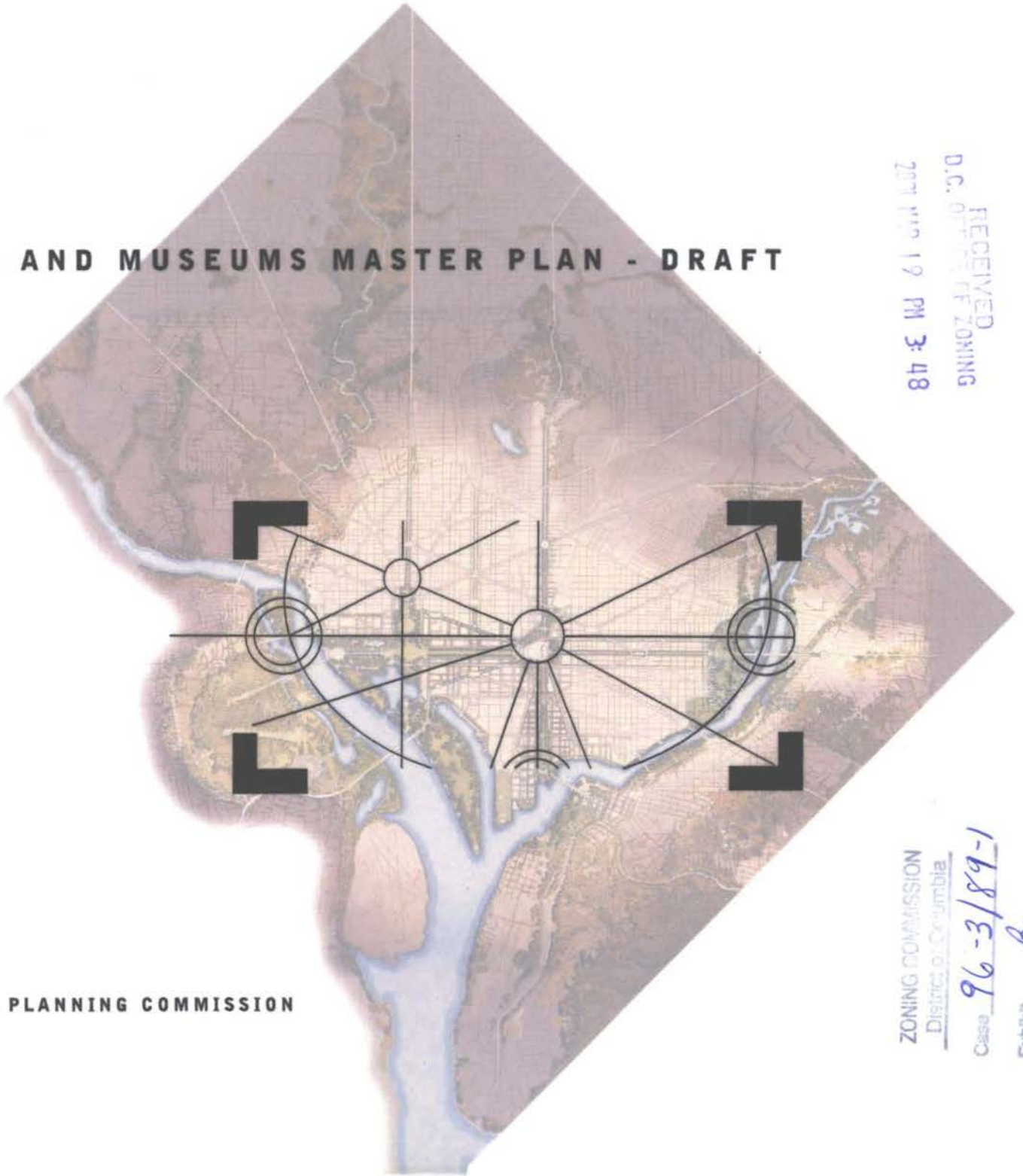
Reserve: A zone considered the commemorative core of the Nation's Capital and a completed urban design, within which no new memorial sites should be allowed, as recommended by the Joint Task Force on Memorials and adopted by the Commission, the Commission of Fine Arts, and the National Capital Memorial Commission.

Special Places: Public squares, circles, plazas, grounds; gardens and urban spaces designated pursuant to the Criteria for Designating Special Streets and Places contained in the Preservation and Historic Features Elements of the Comprehensive Plan for the National Capital.

Special Streets: Avenues, streets, parkways, park roads, pedestrian ways, and other routes designated pursuant to the Criteria for Designating Special Streets and Places contained in the Preservation and Historic Features Elements of the Comprehensive Plan for the National Capital.

Trails, Hiker-Biker Trails, Park and Trail Systems: An improved or unimproved non-motorized areaway designated because of its historic, cultural, or natural features and serving urban, suburban, and rural residents and visitors primarily for recreation, open space, commuting, and other social functions and purposes.

MEMORIALS AND MUSEUMS MASTER PLAN - DRAFT

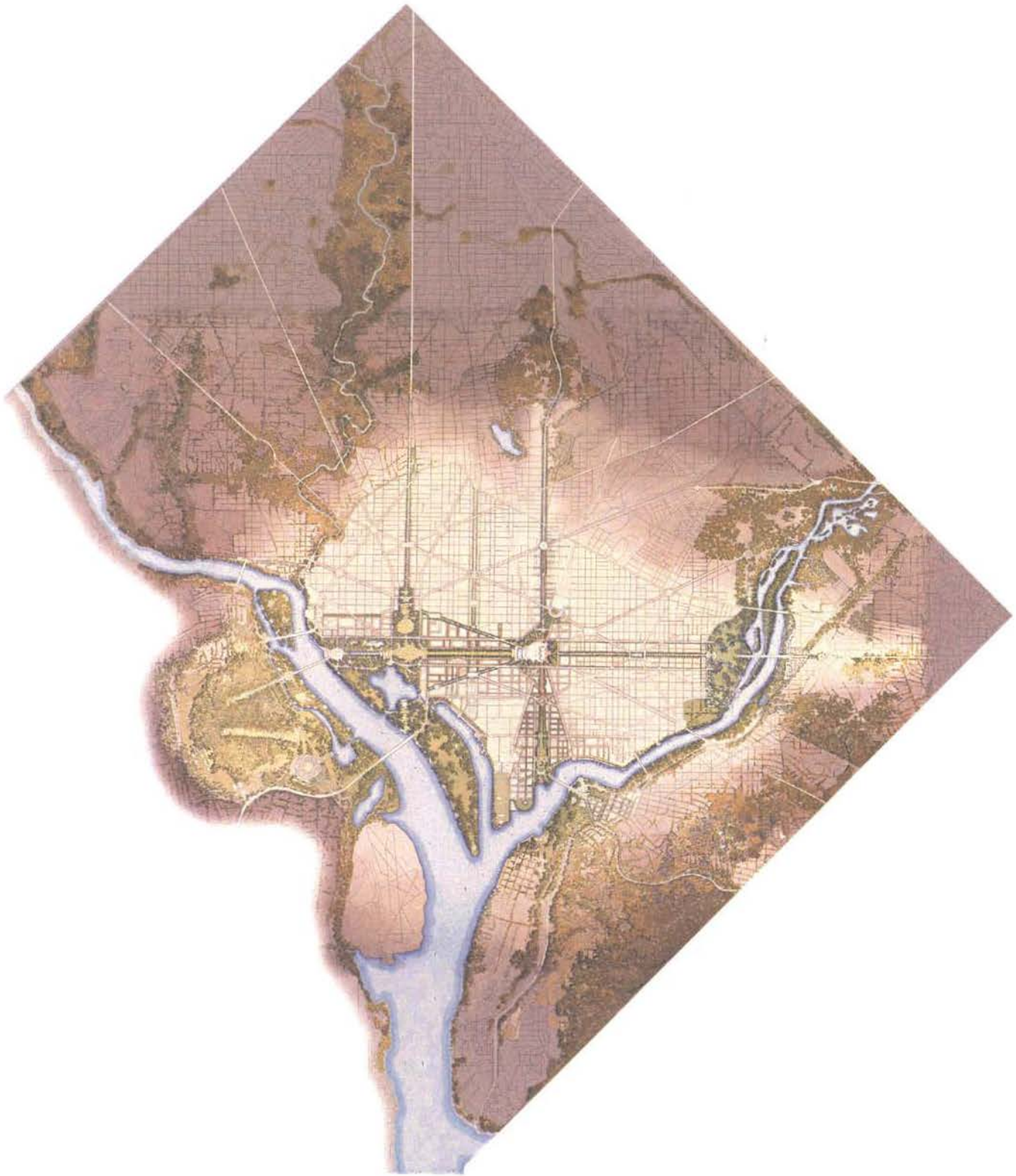


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NATIONAL CAPITAL PLANNING COMMISSION

December 2000



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Master Plan Project Team

Introduction

The memorials and museums that define Washington's Monumental Core express America's connections to its past and its direction for the future. From the Washington Monument and the Holocaust Museum to the Tomb of the Unknown Soldier and the Frederick Douglass Home, these cultural and commemorative public spaces are physical reminders of our collective past and repositories for our most precious artifacts; they help us understand what it means to be an American. How and where we honor our heroes and history and display our national treasures are matters of great importance to all Americans. As the demand for new memorials and museums in the National Capital continues to grow, there are increasing concerns that the unabated construction of these attractions will overwhelm the historic open space in the traditional Monumental Core.

The National Capital Planning Commission, in cooperation with the Commission of Fine Arts and the National Capital Memorial Commission, has prepared this draft Memorials and Museums Master Plan to guide the location and development of future commemorative and cultural facilities in the District of Columbia and its environs. The master plan advances the vision for Washington's Monumental Core as expressed in *Extending the Legacy: Planning America's Capital for the 21st Century*, a long-range framework for planning released by the National Capital Planning Commission in 1997.

Legacy calls for placing memorials and museums and other public buildings beyond Washington's traditional Monumental Core as a way to preserve the historic open space and vistas of the National Mall and surrounding areas and to distribute cultural and commemorative resources to all quadrants of the city. In the *Legacy* vision, strategically placed memorials and museums can help generate local investment and contribute to community renewal. This master plan builds on Washington's great urban design traditions of the L'Enfant and McMillan Plans and recognizes that the symbolic city can enrich the economic, social, and cultural life of those who live and work within it.

The proposed master plan ensures that future generations of Americans will have a sufficient supply of preeminent sites for their museums and memorials. In addition to identifying 102 potential sites for future memorials and museums, the master plan prvides general guidelines for where and how these facilities should be accommodated, as well as siting criteria and implementation strategies. This plan also includes inventories of existing memorials and museums and a forecast of future requirements. A central feature of the master plan is an urban design framework for locating future sites. This framework is based on historic planning influences, urban design considerations, and current planning and development initiatives. The plan also includes the policies that will guide federal agencies in their review of future commemorative works and museums.

The National Capital Planning Commission, the Commission of Fine Arts, and the National Capital Memorial Commission are the three federal agencies responsible for the location and design of new commemorative works on federal land. Since 1997 these three agencies have been working together as the Joint Task Force to explore the issues affecting future memorials and museums. Congress has directed the National Capital Planning Commission to develop this master plan in consultation with the other two review bodies. A team of nationally recognized planning and design professionals has assisted in offering creative approaches to the master plan work. In addition, the Joint Task Force has consulted with numerous local business, community, and professional groups in the preparation of this draft plan.

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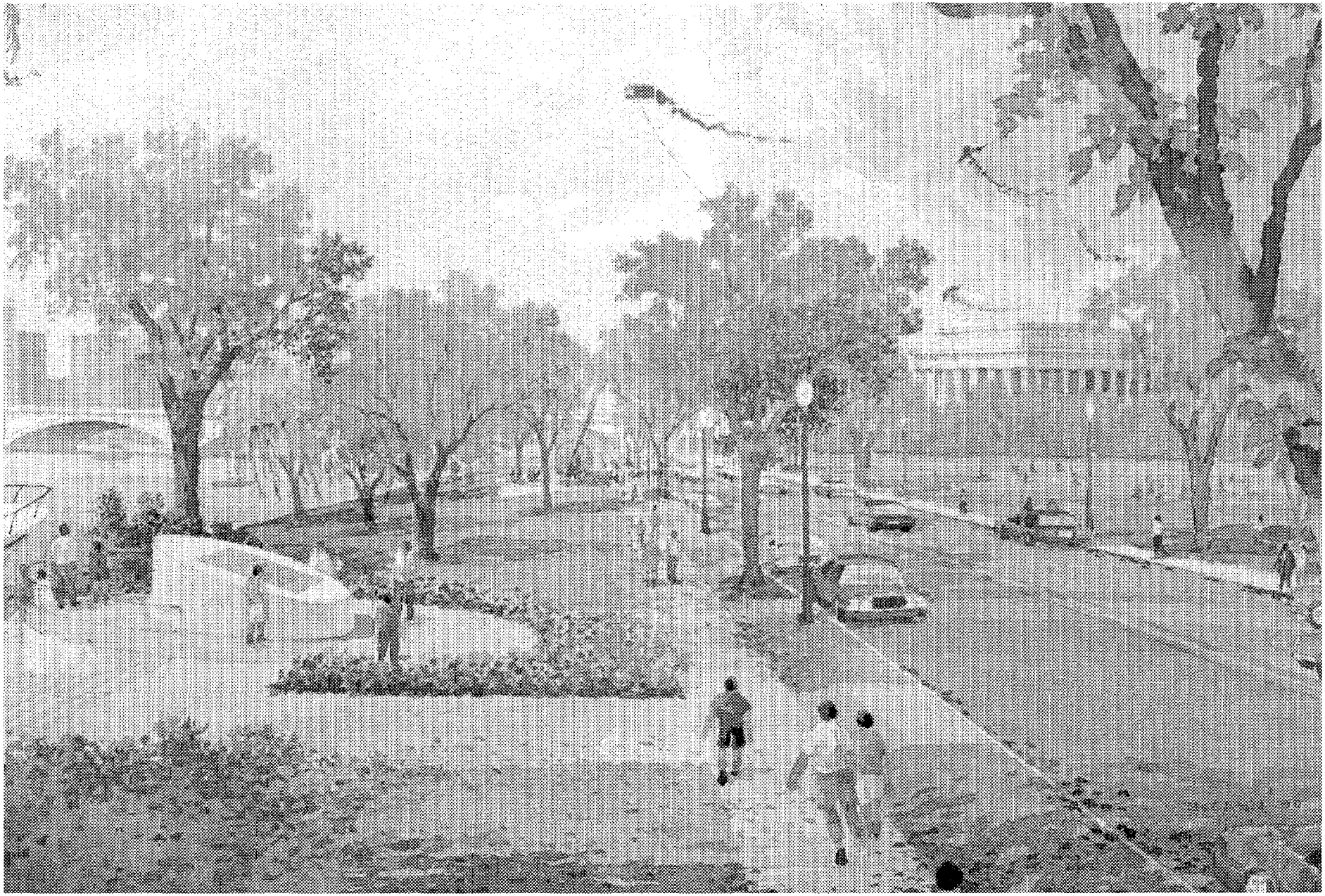
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Within West Potomac Park near the Lincoln Memorial and Memorial Bridge, an appropriate setting for small scale future memorial features and potential water shuttle landing areas

MASTER PLAN SUMMARY

A Call To Action

Since the middle of the nineteenth century, the nation has dedicated an average of one new memorial in the Nation's Capital each year-many of them located on or near the National Mall. The number of recently constructed and currently planned museums suggests an average future demand for 100,000 square feet of new museum space each year. If past trends continue, Washington's traditional Monumental Core will have to accommodate at least 50 new memorials and numerous new museums by the middle of this century. There is growing concern that this anticipated development threatens the historic open space and vistas of the Mall and immediate surrounding areas.

This Memorials and Museums Master Plan advances the vision for the Monumental Core expressed in *Extending the Legacy: Planning America's Capital for the 21st Century*, a long-range planning framework that the National Capital Planning Commission released in 1997. *Legacy* recommends placing memorials, museums, and other federal buildings outside of the traditional Monumental Core of the city, in locations that provide not only appropriate settings for commemorative works, but also satisfy important local economic and neighborhood objectives. In its identification of 102 sites for future memorials and museums, the master plan ensures that new generations of Americans will have premier locations for the museums and commemorative works they may want to build in the future to honor our nation's heroes and important events.

The National Capital Planning Commission, the Commission of Fine Arts, and the National Capital Memorial Commission, working together as the Joint Task Force on Memorials, have been examining strategies to locate future commemorative works and cultural facilities beyond the traditional heart of monumental Washington. As part of this effort, the three commissions have adopted a Commemorative Zone Policy that establishes a *Reserve* in the central portion of the Mall in which no new sites will be approved for new memorials. The Commemorative Zone Policy also delineates an *Area I* immediately surrounding the Reserve that is designated for commemorative works of preeminent historic and national significance.

Area II encompasses the rest of the city with emphasis on the North, South, and East Capitol Street axes, as well as circles and squares on major avenues, waterfronts, urban gateways, and scenic overlooks. It is in this area that the review commissions will encourage development of future commemorative works.

The Planning Commission is now incorporating the Commemorative Zone Policy into the federal elements of the *Comprehensive Plan for the National Capital*, the principal planning document for the District of Columbia and its environs. To reflect the new policy, the review commissions have also recommended amendments to the Commemorative Works Act, the legislation that guides the location and development of new memorials.

The Challenge

There are 154 memorials and 74 museums in the District of Columbia and the close-in areas of Virginia. Based on recent trends, planners expect that the size of future memorials will continue to vary, but will include a greater proportion of relatively large sites (greater than a few acres) than has been seen historically. Sites for large museums in the future will generally need to be within the urban fabric, as part of city blocks, rather than in open-space areas, such as the National Mall. Smaller museums can be housed in existing and planned mixed-use buildings to add pedestrian activity at the ground level and support retail and other related uses. In recent years the functions of museums and memorials have been converging. Many recent memorials include exhibit and interpretive space, visitor centers, meeting rooms, research libraries, etc., while some museums, such as the Holocaust Museum, serve a memorial function. Such multiple-use and large facilities can consume precious open space and are more appropriately located in urbanized areas.

The impact of existing memorials and museums on Washington's overall economic life is enormous. These attractions are the primary destinations for 21 million annual visitors who create a regional tourism economy of $4.2 billion. Sixty-one percent of Washington's visitors are brought here by historic or cultural interests and these heritage travelers stay longer and spend more money than other travelers. These high-spending visitors bring outside dollars to the Washington, D.C. area and help spur growth through a wide cross-section of the economy.

The role of neighborhoods is becoming a central consideration in economic planning for Washington's museums and memorials. When strategically located, these attractions can contribute to broader revitalization efforts that are based on mixed-use development that includes memorials, museums, shops, offices, housing, and public open space such as parks and plazas. The U.S. Navy Memorial in Pennsylvania Quarter is an example of a federal attraction enhancing local economic development objectives within a larger urban design context.

The Framework

In establishing the urban design framework for the master plan and in selecting memorial and museum sites, the Commission has been guided by the historic plans that have guided growth in Washington and the current planning initiatives that will shape the future city. These include:

- *The L'Enfant Plan of 1792 that established the physical layout of Washington.*
- *The McMillan Plan of 1901 that redefined the National Mall and established a city-wide park and parkway system.*
- *The Commission's 1997 Extending the Legacy plan that establishes the U. S. Capitol as the center of monumental Washington and guides federal activities to portions of North, South, and East Capitol Streets.*
- *The Comprehensive Plan for the National Capital, the planning document that is adopted jointly by NCPC and the District of Columbia government.*
- *Other current public and private planning initiatives, including the District of Columbia Transportation Plan, the Downtown Action Plan, the Urban Scenic Byways Program, the Anacostia Waterfront Initiative, the M Street Improvements Plan, the New York Avenue Corridor Plan, and the Kennedy Center Access Study.*

The master plan framework is based on the natural physical features that defined the extent of the original L'Enfant City and is further supported by an internal network of distinctive urban landmarks that offer appropriate locations for future memorials and museums. The framework's most important element is the *Waterfront Crescent* aligned along the Potomac and Anacostia Rivers. These open spaces along the city's waterfront offer prime, visible areas for commemoration, especially at points where the major axes that radiate from the U.S. Capitol intersect the waterways.

A lattice of Monumental Corridors strengthens the framework's Waterfront Crescent internally. These Corridors include Washington's most symbolically important streets and the circles, squares, reservations, and corner parks formed by the intersection of the city's diagonal avenues with each other and with the street grid system. The intersection of the Waterfront Crescent and major Monument Corridors offers a special opportunity for a concentration of museums and memorials.

These *Commemorative Focus Areas* include the three areas where the Waterfront Crescent intersects with the western terminus of the National Mall extended, with South Capitol Street, and with East Capitol Street. In addition, the framework embraces specific local residential communities and commercial areas. Locating memorials or museums in these neighborhoods can bolster their existing and emerging identities and provide opportunities for economic growth and civic pride. Such neighborhoods include Shaw/U Street, Marshall Heights, and Brookland. The framework also incorporates the topographic high points, ridges and overlooks that define the northern edge of the original L'Enfant City and extends to areas such as Rock Creek Park, the Kalorama Overlook, McMillan Reservoir, Prospect Hill Cemetery, and Brentwood Park.

By reaching out to all of these communities, the Framework recognizes that Washington is far more than a system of monumental boulevards and national museums and memorials. The master plan seeks to build on the spirit, vitality, and culture of the District's neighborhoods.

Site Selection

In identifying potential memorial and museum sites, Commission planners drew from a variety of sources including sites based on the L'Enfant Plan, sites suggested in *Legacy*, and sites identified by the National Park Service. Commission staff, working with its Joint Task Force partner agencies, identified additional potential sites. Staff initially identified 402 candidate sites that it analyzed and evaluated and ultimately reduced to 102 candidate sites.

Of these, staff identified 19 as "Prime Sites." Prime Sites are those that, because of their symbolic importance, visual prominence, scenic beauty, or relationship to other national landmarks such as the U.S. Capitol or the White House, are especially significant.

While all 102 candidate memorial and museum sites received the same level of analysis, the master plan reports more fully on the evaluation of the 19 Prime Sites. Some of the 102 master plan sites are available for immediate development and require minimal infrastructure changes; other sites - including some of the Prime Sites - will require significant infrastructure and other improvements before a museum or memorial can be constructed.

Most of the 102 sites are located on land under the jurisdiction of the National Park Service or the General Services Administration. A small number of sites are under the control of other federal agencies; 13 are on District of Columbia property; five sites belong to the Washington Metropolitan Area Transit Authority; and eight sites are located on private property.

While the master plan provides a framework for *national* museums and memorials, the Commission planners included a small number of non-federal sites that they believed are critical to the integrity of the master plan's conceptual design. In its implementation recommendations, the master plan suggests ways that these non-federal properties can be used for national purposes. For the most part, these involve ways in which the federal government can work with District authorities and the private sector to reserve key commemorative parcels as redevelopment activities proceed.

The master plan evaluates the suitability and attractiveness of each of the 102 sites. The urban design portion of the site evaluations includes assessments of the physical characteristics of the site (size, location, etc.), its visual qualities (views and vistas), its relationship to the urban design framework, and its relationship to existing historic and cultural landmarks. Each site was further evaluated on the following criteria:

- *Transportation Accessibility-public transit and pedestrian accessibility, parking availability, etc.*
- *Economic Impact-potential for economic development at or near the site*
- *Environmental Issues-land use regulations, environmental contamination, ecological resources.*

From Plan To Action

A principal goal of the master plan is to provide guidance to: the review commissions that oversee the location and design of memorials and museums; memorial and museum sponsors; and federal agencies that have jurisdiction over the land used for these facilities. The draft master plan sets out planning policies related to the development of future memorials and museums.

The master plan also tries to give broader implementation guidance to lawmakers and memorial sponsors. Among these suggested strategies are:

- *Revisions to the memorial and museum approval process.*
- *Preservation of non-federal land for future memorial or museum use.*
- *Transportation improvements to ensure access to future memorials and museums.*
- *Infrastructure improvements necessary for museum and memorial site development.*
- *Improved coordination with local community planning and revitalization programs.*
- *Integration of existing cultural and historic resources in the development of museums and memorials.*

As an early implementation step, the Commission expects to incorporate the master plan policies into the federal elements of the *Comprehensive Plan for the National Capital.* The National Capital Planning Commission and its Joint Task Force partner agencies recognize that the 102 sites described in the master plan do not constitute the complete universe of all potentially successful museum and memorial locations in the National Capital. However, with respect to Area 1 lands governed by the Commemorative Works Act, no other sites will be considered by the Commission of other federal approval agencies for new commemorative works.



Aerial view of the Mall, looking east from above Lincoln Memorial toward the U. S. Capitol, with Constitution Gardens at left, the Reflecting Pool at center, and the Tidal Basin at right.

1. A CALL TO ACTION

1.1 Background

From 1900 to 2000, an average of one new memorial was dedicated in the Nation's Capital each year. Presently, there are twelve memorials authorized by Congress under the Commemorative Works Act (CWA) that are in various stages of development. Four new memorial proposals were introduced in the 106th session of Congress. And, with each passing year, more and more new ideas surface for commemorative works in the city. In the past 20 years, Congress has authorized 21 new memorials, 7 of which have been built near the Mall. If past trends continue, there could be more than 50 additional memorials in the heart of the Nation's Capital by 2050. Interest seems to be growing as well among sponsors of new museums and cultural centers aimed at recognizing and displaying the contributions, traditions, and artifacts of American society.

Over the last several years, ideas for new museums representing such familiar aspects of American everyday life as health and medicine, sports, music, and news, and vocations such as law enforcement and military service have been promoted for sites in the close-in portions of the District of Columbia. With the construction of the National Museum of the American Indian at 3rd Street and Maryland Avenue, SW., the McMillan Plan for the Mall will be complete. No undeveloped sites for major new museums within the area between 3rd and 14th Streets remain. Nevertheless, as evidenced by current proposals, efforts to establish new storehouses of our nation's treasures abound.

Demands are increasing for prime locations in the heart of the Nation's Capital for new memorials and museums. At the same time, many people believe that the Monumental Core may soon surpass its capacity to accommodate these activities. Some believe we are encroaching on the settings of existing memorials, threatening the loss of the unique design qualities and features that make the Mall and its adjacent areas special places for residents and visitors alike.

The goal of the Memorials and Museums Master Plan is to identify and promote new memorial and museum sites outside the Monumental Core in accordance with *Extending the Legacy*, NCPC's vision for the 21st Century. Dispersing memorials and museums beyond the Mounmental Core is seen as a way of protecting the Mall and adjacent areas while at the same time offering new opportunities for commemoration, education, and exhibition that are appealing to sponsors and that enrich the entire city. This master plan builds on the work of the Joint Task Force on Memorials (JTFM), an interagency group comprised of NCPC, the Commission of Fine Arts (CFA), and the National Capital Memorial Commission (NCMC). The task force began with an examination of memorial issues within the close-in portions of the Core.

This master plan addresses the following issues:

- *Identifying the suitable sites in the Nation's Capital that are available to handle the memorials and museums that the nation will want to accommodate well into the 21st century.*

- *Developing concepts for new memorial and museum sites that reinforce the historic urban design features of the city, do not intrude upon the settings of existing memorials or museums, and result in minimal adverse environmental and transportation impacts and positive economic and other effects on local neighborhoods.*

- *Finding a way to make memorials and museums "work for a living" while also allowing them to be effective forms of commemoration or important centers of scientific and cultural information.*

The master plan is a planning tool to help guide the location and development of memorials and museums in the Nation's Capital. It identifies appropriate locations and sites for future memorials and museums, comprehensively evaluates potential sites, and offers ideas on specific actions and strategies that NCPC and others should take to achieve the goals of the plan.

1.2 Commemorative Works Act

The Commemorative Works Act of 1986 (CWA) provides standards for the placement of memorials on certain federal land in the District of Columbia and environs. No such similar legislation exists to guide the establishment of museums in the city, although Congress frequently authorizes national museums on federal lands. The District Government is in the process of establishing a review process for memorials on District land. Congress must authorize any memorial built on federal land that are subject to the CWA. The CWA makes a distinction between the close-in portions of the Nation's Capital where commemorative works of "preeminent historical and lasting significance" to the Nation may locate and areas outside this zone where works of "lasting historical significance" can be placed.

The CWA refers to these two mapped precincts as Area 1 and Area 2. These areas are shown on Figure 1-1.

A number of federal bodies are responsible for memorials in the city, hence their involvement in this master plan study. The CWA established the National Capital Memorial Commission (NCMC) to advise the Secretary of the Interior, the Administrator of the General Services Administration, and Congress on policy and procedures for establishing commemorative works in the District of Columbia and environs. The Director of the National Park Service (NPS) serves as chairman of the NCMC which is served by NPS staff. NPS staff assists memorial proponents in the development of their proposals and in the review and construction of memorials once authorized. Furthermore, the Act requires that sponsors consult with NCMC in selecting sites and designs for a commemorative work. In addition, Congress regularly consults with NPS and NCMC on memorial proposals and initiatives.

Before construction commences, memorials must receive the approval of NCPC, the Commission of Fine Arts (CFA), and either the Secretary of the Interior or Administrator of the General Services Administration, as appropriate. In considering each memorial's site and design, the approval authorities are required to apply certain criteria, including the memorial's proposed setting, its potential encroachment on existing memorials, and the durability of its proposed materials. There is no such formal process for the establishment of national museums, although several recent ones have received authorization from Congress. Regardless, whether authorized by Congress or not, new museums locating on federal land in the District of Columbia must receive approval from NCPC and review by CFA.

1.3 Joint Task Force on Memorials

In order to examine issues related to memorials in the Nation's Capital, NCPC formed a Memorials Task Force in 1996 and was joined in October 1997 by representatives of CFA and NCMC. Under the provisions of the CWA, these three federal bodies have review authority over memorials in the Nation's Capital. NCPC, which was first established in 1924, is the central planning agency for the federal government in the National Capital Region, which covers the District of Columbia and surrounding counties in Maryland and Virginia. NCPC reviews and approves federal and District of Columbia government master plans and construction proposals, and engages in comprehensive and long-range planning for the federal government in the region. The Commission is responsible for approving memorials in the Nation's Capital and museums on federal land.

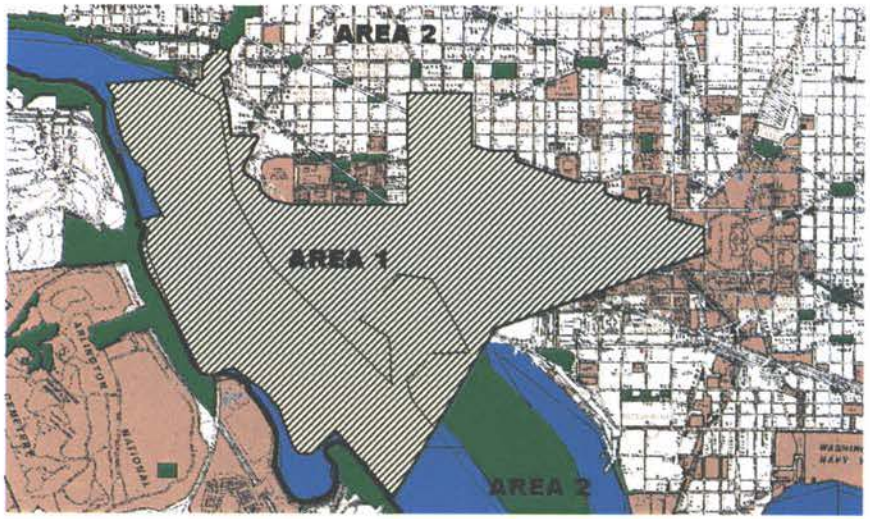


Figure 1-1 *The 1986 Commemorative Works Act distinguishes between Area 1 and Area 2*

CFA, which was established in 1910, is comprised of presidential appointees who review designs and locations of federal and municipal government projects, memorials on public lands, and private construction in Georgetown, and lands abutting the Monumental Core of Washington D.C. and Rock Creek Park. It also approves memorials authorized by Congress under the CWA. NCMC was established in 1986 to assist Congress and the two principal memorial landholding agencies, the Department of Interior and the General Services Administration (GSA), in implementing the Commemorative Works Act.

The Commission is an advisory board comprised of representatives from:

- *Federal agencies with either jurisdiction over land in the Monumental Core or review responsibilities for memorials placed therein*
- *The Mayor of the District of Columbia*
- *The Architect of the Capitol*

The Commission advises the Congress, Secretary of the Interior, and the Administrator of GSA on the appropriateness of subjects for commemoration and on the location and design of memorials on land under their jurisdiction. Functioning as the Joint Task Force on Memorials, representatives from these three agencies examined a broad range of issues related to memorials, including:

- *Locations and designs of memorials that preserve historic open space in the Monumental Core, while distributing cultural and commemorative resources throughout the city.*
- *Potential changes to the boundaries of Areas 1 and 2 in the CWA.*
- *Actions by review and approval bodies to encourage memorial sponsors to locate in Area 2.*
- *Consideration of a moratorium on new memorials in Area 1-restrictions that would go beyond those already in place, as set forth in the Comprehensive Plan for the National Capital, for the area on the Mall between 3rd and 14th Streets.*

The task force, over the past three years, has addressed these issues. It has adopted a Commemorative Zone Policy that establishes a Reserve in the central portion of the Monumental Core in which no new memorial sites will be permitted. It also has developed ideas for dispersing memorials throughout the city and prepared recommended changes to the CWA aimed at improving the process of establishing national memorials. The task force has invited experts from around the country to share their ideas on how best to accommodate new memorials and museums. It has met with Congressional representatives, relevant committee staff, the Mayor's office, city council members and council staff, and citizen groups and has regularly informed them of the task force's work and sought their comments.

1.4 Commemorative Zone Policy

Based on the recommendations of the task force, NCPC, CFA, and NCMC, in independent actions, adopted a Commemorative Zone Policy in January 2000. The policy reflects input from the public, the District Council, representatives of the D.C. Office of Planning, and members of Congress. The policy does several things:

- *Preserves the integrity of the Monumental Core and its open space, recreation lands, and scenic qualities by limiting memorials in the close-in portions of the Core.*
- *Encourages memorials to locate in all quadrants of the city as a way of enhancing neighborhoods and supporting local revitalization efforts.*
- *Supports ideas in Extending the Legacy which call for increasing the public's use of the city's waterfronts and strengthening the important North, South, and East Capitol Street axes.*

The Commemorative Zone Policy calls for the establishment of an area termed the *Reserve*, which encompasses the central cross axis of the National Mall formed by its primary resources-the U.S. Capitol, Lincoln Memorial, White House, Washington Monument, and Jefferson Memorial. The White House, Washington Monument, and Jefferson Memorial define the National Mall's north-south axis. (See Figure 1-2). The U.S. Capitol, Washington Monument, and Lincoln Memorial define the east-west axis. Under the adopted Commemorative Zone Policy, no new memorial or museum sites will be approved for this cross-axial area. The policy is designed to preserve the urban design integrity of the Nation's Capital and to encourage placement of new memorials and museums in strategic locations throughout the city.

The policy does not apply to the grounds of the U.S. Capitol, which are under the jurisdiction of the Congress through the Architect of the Capitol. While these grounds are technically not part of the *Reserve*, the Commemorative Zone map on the following page recognizes that they are an inappropriate location for the construction of monuments or memorials. The policy also delineates an expanded boundary for *Area I*, which is federally-owned land surrounding the Reserve. *Area I* generally is bounded by Constitution and Pennsylvania Avenues to the north, the area surrounding the U.S. Capitol that is under the jurisdiction of the Architect of the Capitol to the east, Maryland Avenue and the 14th Street Bridge to the south, and Boundary Channel Drive and Arlington National Cemetery to the west. *Area I* was first delineated in 1986 in the CWA and this plan recommends expansion to the west of the Potomac River.

Area I includes Constitution Gardens, the Smithsonian museums on the Mall, West Potomac Park, the Federal Triangle, Columbia Island, and portions of the Potomac waterfront. In the new policy, *Area I* is considered to be a sensitive area designated for commemorative works of preeminent historic and national significance. *Area II* encompasses the rest of the city with emphasis on the important North, South, and East Capitol Street axes, as well as circles and squares on major avenues, waterfronts, urban gateways, and scenic overlooks. It is in this area where the task force will encourage development of new commemorative works.

The policy recognizes that although the sponsors of new memorials are generally required to raise private funds for construction, any memorial locating on the National Mall or its environs receives an enormous subsidy in the form of irreplaceable federal property. Furthermore, the value of such land grows immensely as demand for close-in sites increases. Creating incentives for locating memorials on other sites (outside the Reserve and beyond *Area I*, where demand may not be as intense as it is for sites in the Core) could require an infusion of public funds to address unique site-related issues.