TIDAL BASIN

REVISED DEVELOPMENT CONCEPT PLAN AND ENVIRONMENTAL ASSESSMENT

U.S. COMMISSION OF FINE ARTS
SUBMISSION PACKAGE
November 5, 2026

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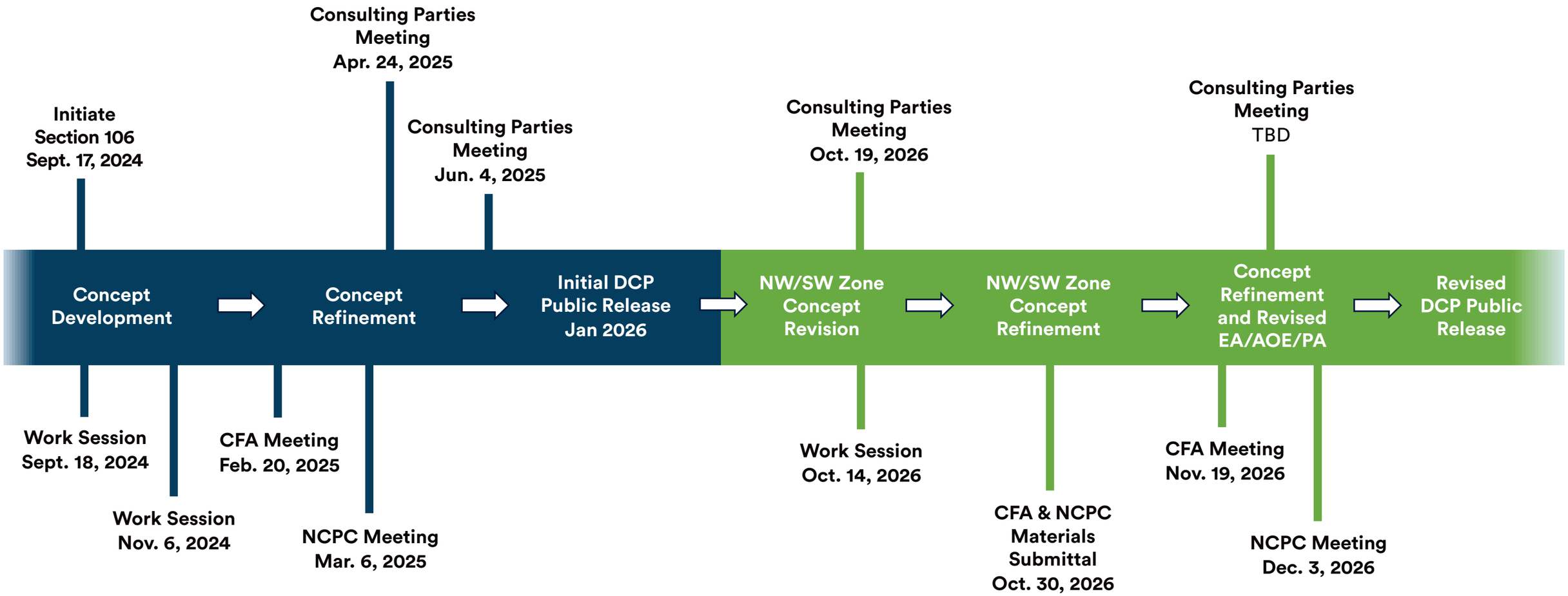
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INTRODUCTION

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PROJECT BRIEF

INTRODUCTION

The National Park Service (NPS) is undertaking a planning project for a Development Concept Plan for the Tidal Basin area of the National Mall and Memorial Parks. This project is part of the stipulations agreed upon by the NPS, the DC Historic Preservation Officer, and National Capital Planning Commission in a Memorandum of Agreement to resolve the adverse effects resulting from the project for the Rehabilitation of Tidal Basin and West Potomac Park Seawalls. The project will address multi-modal circulation and transportation; connectivity; conservation; tree preservation; protection of aquatic resources; infrastructure; memorials and cultural landscape protection; security; visitor experience, enjoyment, recreation, and services; seawall solutions and facilities; and flexible public spaces to accommodate a wide variety of national celebrations, First Amendment gatherings and other permitted activities. This project will also include the preliminary design for a vehicle barrier system around the Jefferson Memorial.

PROJECT AREA

The area of focus for this Plan includes the Tidal Basin and surrounding land located within West Potomac Park in Washington, DC. The project area is approximately over 250 acres in size, and includes specific areas and memorials, such as:

- Franklin Delano Roosevelt Memorial
- Martin Luther King, Jr. Memorial
- Thomas Jefferson Memorial
- 1912 Plantings
- Floral Library
- Cherry Trees
- Japanese Lantern
- Japanese Pagoda
- Inlet and Outlet Bridge
- Kutz Memorial Bridge

BACKGROUND

The Tidal Basin is a 19th century hydrological engineering achievement, an integral part of the West Potomac Park landscape, and the setting for renowned monuments. The Tidal Basin has evolved into an iconic, significant, and beloved public cultural landscape and commemorative space. It is estimated that 36 million people from all over the globe visit the National Mall annually to experience this great American landscape, and more than 1.5 million visitors come during the National Cherry Blossom Festival to enjoy the stunning bloom of more than 3,700 cherry trees growing around the Tidal Basin. Contributing to the substantial wear and tear on the Tidal Basin are the record crowds that continue to gather year-round to enjoy its scenery, monuments, and recreational opportunities. Growing visitation, escalating costs, and the lack of consistent federal funding have left the NPS unable to keep pace with needed repairs at the Tidal Basin. The NPS is in a constant state of cherry tree replacement, as the trees do not thrive in current conditions with trampled, compacted soils and the twice-daily inundation of brackish water in areas. This planning effort intends to provide direction for the long-term management and rehabilitation of the Tidal Basin cultural landscape based upon the vision of the National Mall Plan and other planning documents.

EXISTING CONDITIONS

The existing conditions of the project area are representative of a landscape that faces overlapping challenges. Pressures from heavy public use, ecological concerns, and the site's connection to the adjacent city fabric and movement systems have altered the landscape from its original design intent. The Tidal Basin is well attended as a site during cherry blossom season and throughout the year, and this activity has resulted in compacted soils, a lack of consistent ground cover, and exposed tree root systems in ways that affect the safety and accessibility of the site. Additionally, the connections from the site to the adjacent city fabric are either lacking in areas of desired connection, or insufficient and unsafe for the volume of pedestrian traffic matriculating onto the site.

PROJECT BRIEF (CONT.)

Roadway and sidewalk profiles are also challenged by the volume of people accessing the site via walking, biking, and driving causing a need for temporary barriers to separate modes of traffic during peak use times. Ecologically, tidal fluctuations have overtopped the main circulation path around portions of the Tidal Basin edge, leaving standing water and additional sediment on concrete walks. This twice-daily inundation negatively affects the cherry trees, pedestrian experience, and longevity of the engineered systems around the basin. Many of the engineered systems such as the seawall and sidewalks are in disrepair due to the ecological pressures and the root systems of trees within the landscape, creating additional hazards. The site includes multiple memorials including Martin Luther King Jr., Franklin Delano Roosevelt, Thomas Jefferson, and more. The memorials themselves are in good standing, however the connections to the adjacent Tidal Basin pathway networks should be improved. Notably, the site security around the Jefferson Memorial remains a series of jersey barriers and will require a permanent design solution. In addition to the commemorative aspects, recreation has always been present in the Tidal Basin's history, and visitors continue to use the ballfields and multi-use fields regularly.

CONCEPTUAL DESIGN APPROACH

The conceptual design approach focuses on key themes drawn from the existing conditions studies, inventory and analysis, and discussion with the NPS on existing challenges and long-term needs. These themes also incorporate applicable planning documentation from the District's agencies with oversight and have been coordinated with the NPS to create a framework for all Development Concept Plan alternatives. The themes within that framework are as follows:

- Expand the connectivity of multi-modal circulation, transportation, and infrastructure
- Enhance visitor experience of year-round recreation, vistas and viewsheds, and gathering spaces
- Manage ecological impacts with a sustainable approach
- Protect cultural resources
- Provide security at the Jefferson Memorial

The approach to developing the alternatives considered the entire framework listed above, with consideration of NPS needs and input received from stakeholders, consulting parties, and the general public during the previous design phase as well as the recent meetings with consulting parties, the DC Historic Preservation Officer, the National Capital Planning Commission and the US Commission of Fine Arts.

Three concept alternatives were presented to the National Capital Planning Commission, the US Commission of Fine Arts, DC Historic Preservation Officer, and consulting parties during the initial design phase in Winter-Spring 2025. Based on feedback received on those three concept alternatives, the NPS developed an initial Proposed Action that was presented in an Assessment of Effect under Section 106 of the National Historic Preservation Act (NHPA), released in September 2025 as well as in an Environmental Assessment under the National Environmental Policy Act (NEPA), released in January 2026. The NPS intended to present the Proposed Action to the National Capital Planning Commission and US Commission of Fine Arts in late 2025; however, presentation of the project at these meetings was postponed.

Since release of the Assessment of Effect and Environmental Assessment, the NPS developed a new alternative concept with changes to the Northwest and Southwest Zones that allow for informal recreational opportunities, improved circulation, and more formal gathering areas. The concepts proposed in the Northeast and Southeast Zones, including improvements for security around the Thomas Jefferson Memorial, remain unchanged from the initial concept. The NPS now presents two alternatives for the Tidal Basin Development Concept Plan: Alternative A (Initial Concept) and Alternative B (Proposed Action).

REGULATORY REVIEW AND PUBLIC COORDINATION

NATIONAL HISTORIC PRESERVATION ACT

The NPS initiated the Section 106 process of the NHPA on September 17, 2024, for the development of conceptual designs for the Tidal Basin area of the National Mall and Memorial Parks. As noted previously, this undertaking was called for as part of the stipulations agreed upon by the NPS, the DC Historic Preservation Officer, and the National Capital Planning Commission in a Memorandum of Agreement to resolve the adverse effects resulting from the Rehabilitation of Tidal Basin and West Potomac Park Seawalls project.

The NPS released a Draft Assessment of Effect and Draft Programmatic Agreement to resolve the adverse effects resulting from the initial concept in September 2025. The NPS will prepare a Revised Draft Assessment of Effect that includes effects of the revised Proposed Action as well as a Revised Draft Programmatic Agreement to resolve any adverse effects of the revised Proposed Action. The NPS intends to consult the public per the implementing regulations (36 CFR 800.3[e]) of the NHPA through its Planning, Environment, and Public Comment (PEPC) website (https://parkplanning.nps.gov/). At this time, the NPS has not made a determination of effect for the revised Proposed Action.

NATIONAL ENVIRONMENTAL POLICY ACT

The appropriate level of NEPA documentation for the development of conceptual designs for the Tidal Basin area was determined to be an Environmental Assessment. The NPS initiated the NEPA process and released an Environmental Assessment for the initial concept in January 2026. The NPS intends to prepare a Revised Environmental Assessment that includes an analysis of the revised Proposed Action, which will be released to the public through the NPS PEPC website (https://parkplanning.nps.gov/).

AGENCY REVIEW

The NPS submitted for review three initial alternative concepts to the US Commission of Fine Arts and the National Capital Planning Commission in February and March 2025, respectively. The NPS anticipates agency review of the two alternatives presented in this document, including the revised Proposed Action, to occur in November and December 2026. Additional agency review, including with interested Tribes and other stakeholders, is ongoing.

PUBLIC ENGAGEMENT

The NPS engaged the public on the initial concept for this project through a public comment period for the Environmental Assessment held in January-February of 2026. The NPS intends to present the new alternatives, including the revised Proposed Action, to the public via a Revised Environmental Assessment in 2027.

CONCEPT DEVELOPMENT

FRAMEWORK FOR THE TIDAL BASIN DEVELOPMENT CONCEPT PLAN

1. EXPAND THE **CONNECTIVITY** OF MULTI-MODAL CIRCULATION, TRANSPORTATION, AND INFRASTRUCTURE

2. ENHANCE **VISITOR EXPERIENCE** OF YEAR-ROUND RECREATION, VISTAS AND VIEWSHEDS, AND GATHERING SPACES

3. MANAGE **ECOLOGICAL IMPACTS** WITH A **SUSTAINABLE** APPROACH

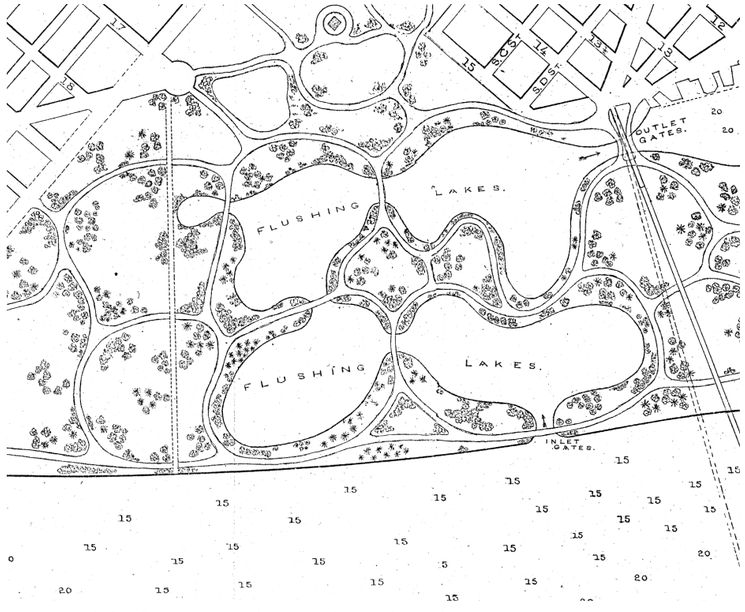
4. PROTECT **CULTURAL RESOURCES**

5. PROVIDE **SECURITY** AT THE JEFFERSON MEMORIAL

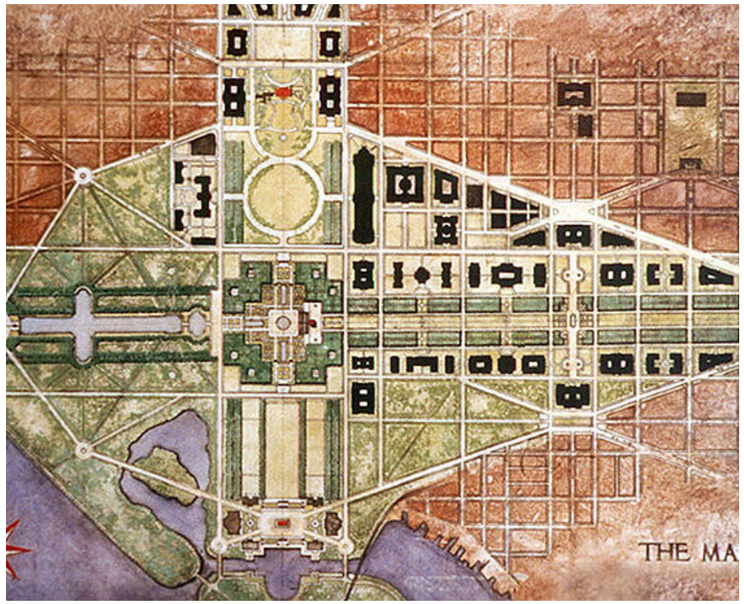
SITE HISTORY

Research into site history was wide-ranging and inclusive of both East and West Potomac Park. Specifically, the NPS wanted to call attention to the engineering associated with the Tidal Basin and its transition from four separate flushing basins to one, formalized, water body. This site has both influenced and shifted in response to large-scale planning within the district, including the unrealized formalization within the McMillan Plan. We also recognize the Congressional Act that stipulated recreation as an essential aspect of West Potomac Park and the Tidal Basin adjacencies and have been considering the many ways people recreate, experience, and understand the cultural landscapes in and around the Tidal Basin. In greater specificity, the NPS wanted to highlight the historic Olmsted Brothers plan for the Jefferson Memorial, specifically the aspect of a keystone at the Jefferson Lawn, terraced grading interventions, and the interplay of cherry blossom canopy and glade, as well as the 1943 as-built configuration of the final plan. The team also reviewed the existing conditions of the site to highlight key challenges like soil compaction, tidal inundation, pedestrian congestion, and insufficient site security at the Jefferson Memorial.

PLANNING AND INFRASTRUCTURE, CHERRY CANOPY, AND RECREATION



1883 - Original Potomac Flats Reclamation Plan



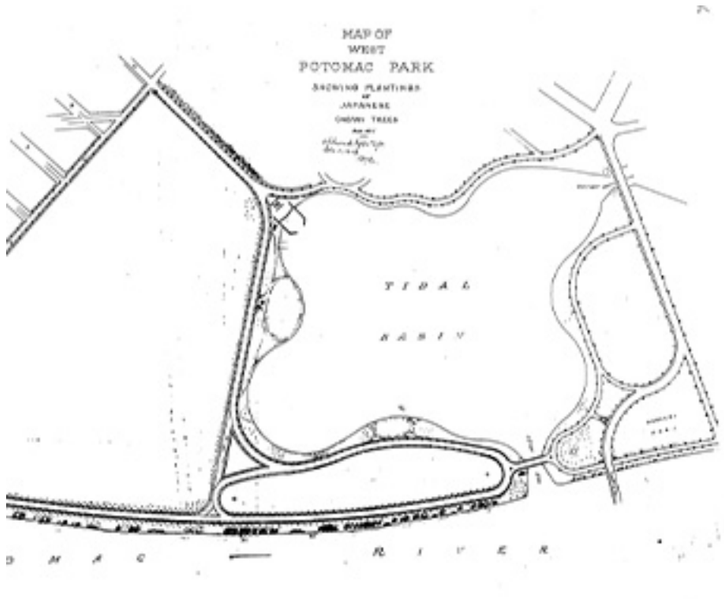
1901 - McMillan Plan



Photo of recreation fields at West Potomac Park, Land Collective



Photo of kickball game, courtesy of DC Fray



1909 - Historic Cherry Blossom Planting Plan



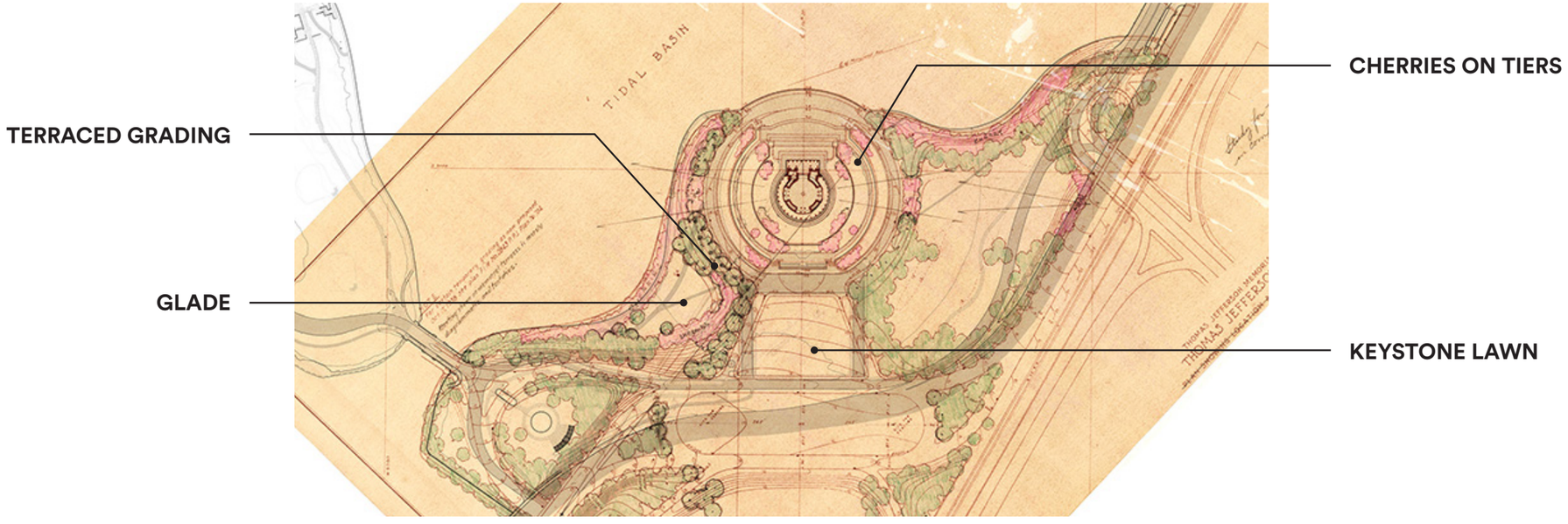
1988 - Historic aerial of the Tidal Basin showing Kutz Bridge splitting up the four lobes



Gathering at the Tidal Basin, Land Collective

SITE HISTORY AND PLANNING CONSIDERATIONS

References to both the historic condition and design exploration at the Jefferson Memorial assists in determining ways to revivify the site in support of the overall framework goals. Key design moves like glades and the use of grading help inform improvements in the context of Jefferson Memorial security as well.



Olmsted Brothers Jefferson Memorial planting scheme overlaid on existing roadway network.



1943 as-built Jefferson Memorial site plan.

EXISTING CONDITIONS



Image shows congested pedestrian traffic at the MLK Jr. Memorial intersection with Tidal Basin edge.



Image shows congested pedestrian traffic at street crossing.



Image shows soil compaction at cherry tree root systems.



Image shows inundation and sediment at the Tidal Basin edge.



Image shows temporary jersey barriers at Jefferson Memorial.

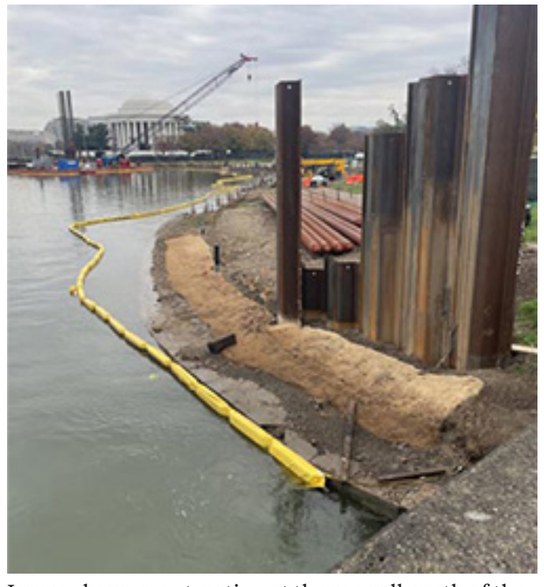


Image shows construction at the seawall south of the inlet bridge.



Image shows pedestrian congestion at Tidal Basin edge.



Image shows recreational fields at West Potomac Park and bus parallel parking beyond.

SITE ANALYSIS

The team's site analysis included both the Tidal Basin site scale, and a larger scale view extended to Constitution Avenue, NW. Long-range planning influences, FEMA flood zones, and connecting transit specifically relate to the larger scale analysis of site influences and ways in which the public accesses the site. At the Tidal Basin scale, the team narrowed the focus to all modes of transit and how people matriculate in and through this landscape, as well as existing landscape features like the overhead canopy. This information and more fed into the project team's understanding of the site and the needs of the NPS to develop concept alternatives.

SITE ANALYSIS - FEMA FLOOD ZONES

LEGEND

100YR FLOOD ZONE

500YR FLOOD ZONE

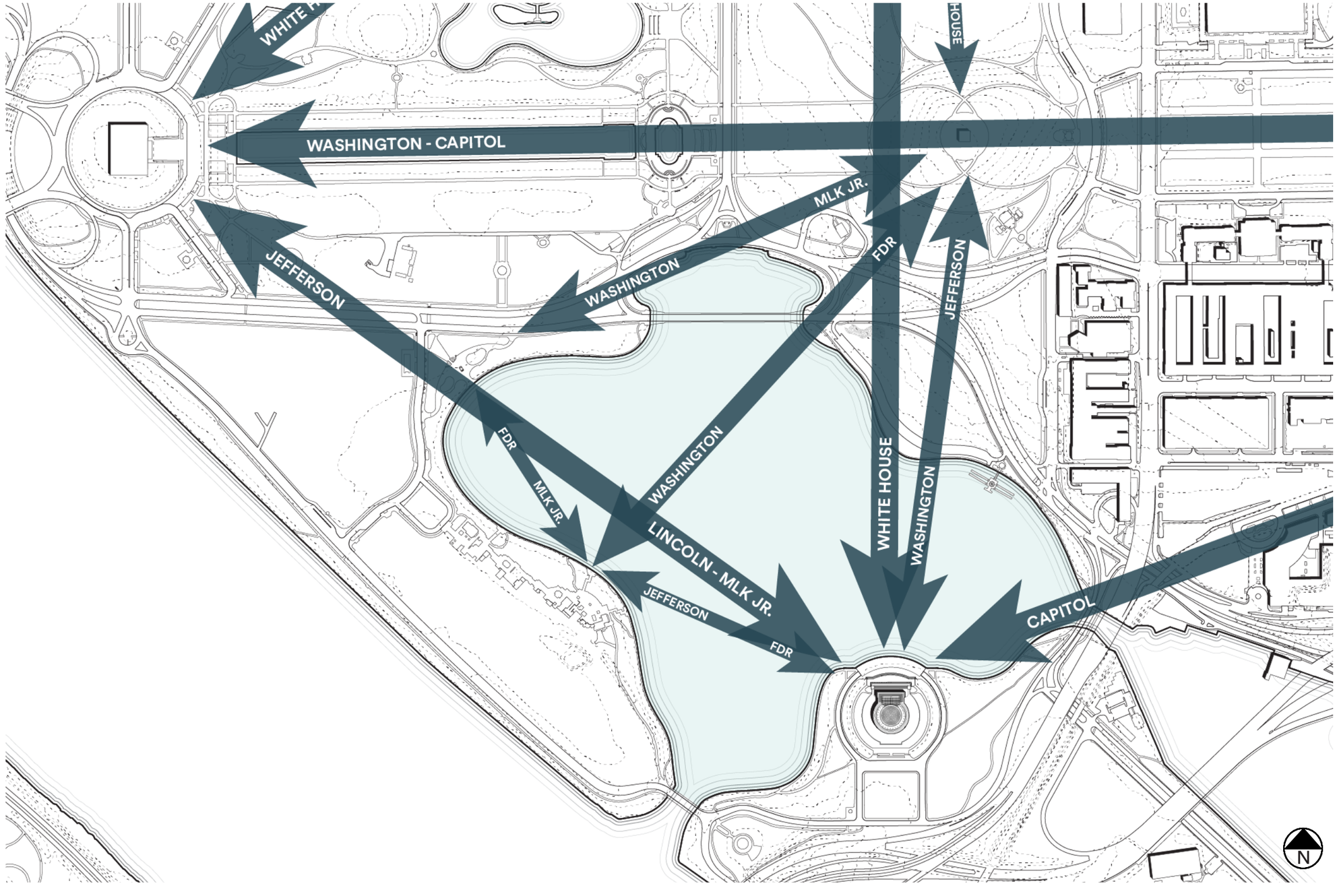


A diagram showing the 100 year flood plain and 500 year flood plain overlaid onto the project study area. The Tidal Basin is outlined.

SITE ANALYSIS - VIEWSHEDS

LEGEND

VIEW CORRIDOR



A diagram showing memorial view corridors overlaid onto the project study area.

SITE ANALYSIS - PEDESTRIAN

LEGEND

WALKWAYS

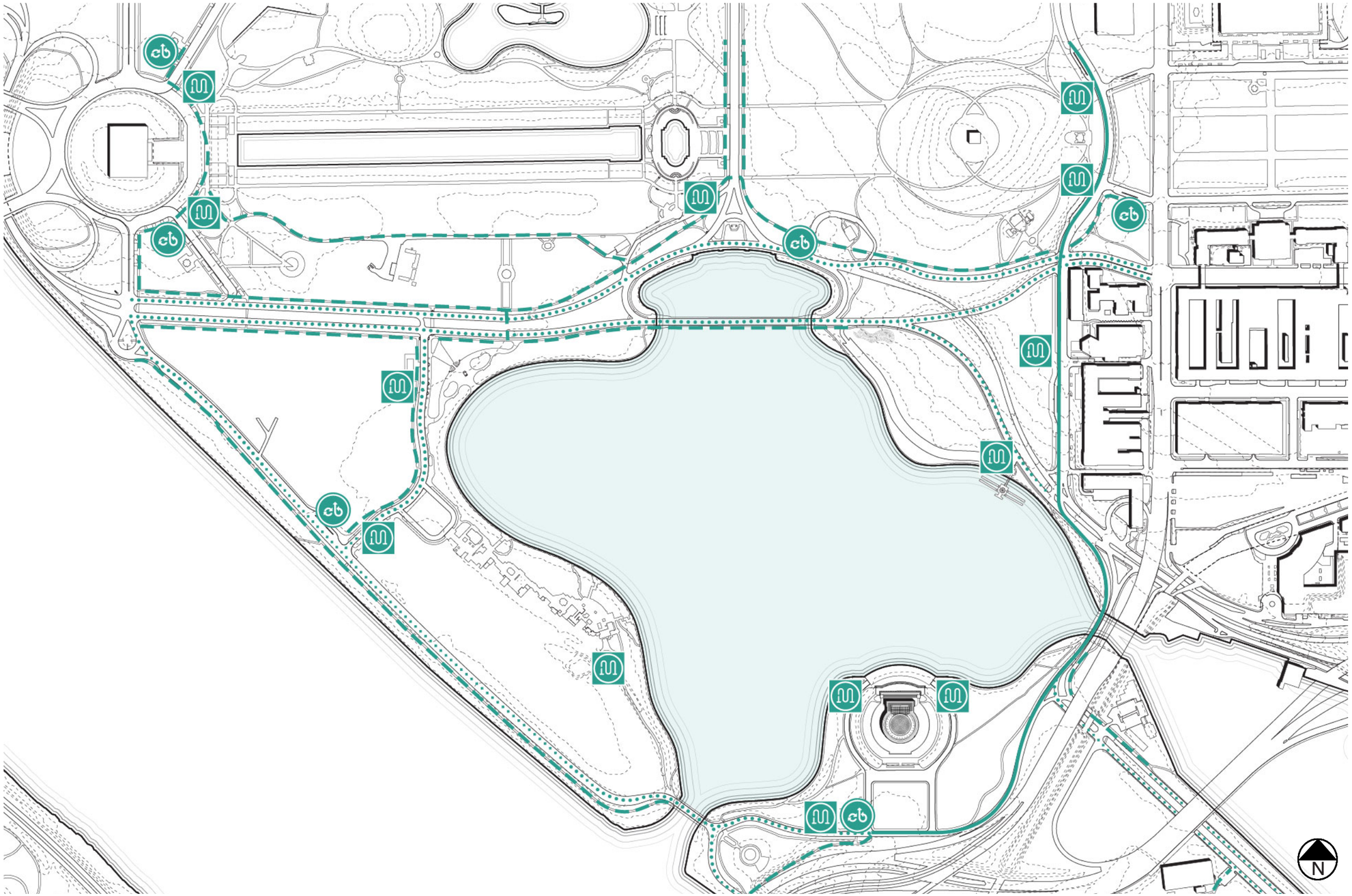


A diagram showing pedestrian walkways within and nearby the project study area.

SITE ANALYSIS - BIKE/SCOOTER CIRCULATION

LEGEND

- BICYCLE/SCOOTER RENTALS
- BICYCLE/SCOOTER RACKS
- SHARED ROAD
- TRAIL/SIDEWALK
- BIKE LANE

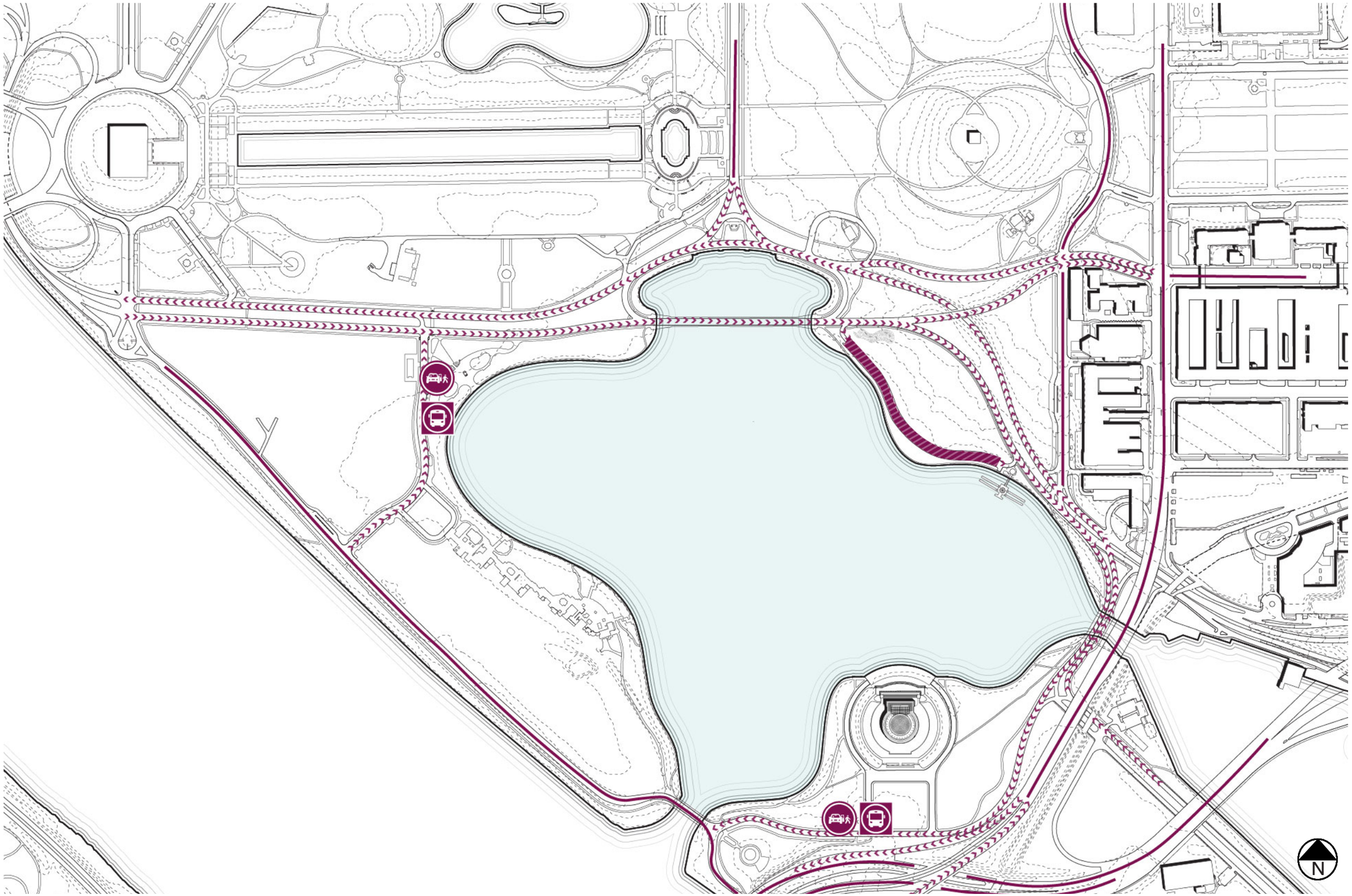


A diagram showing bicycle and scooter rental racks, bicycle and scooter parking racks, and bicycle routes that are either a shared road, a trail, or a dedicated bicycle lane within and nearby the project study area.

SITE ANALYSIS - VEHICULAR

LEGEND

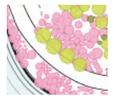
- BUS STOP
- CAR DROP OFF
- PARKING LOT
- ONE-WAY ROAD
- TWO-WAY ROAD



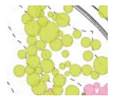
A diagram showing one-way and two-way roads, bus stops, car drop-off, and parking lots within and nearby the project study area.

SITE ANALYSIS - PLANTING

LEGEND



CHERRY CANOPY



DECIDUOUS CANOPY



EVERGREEN CANOPY



A diagram showing cherry tree, deciduous, and evergreen canopies within and nearby the project study area.

CONCEPT ALTERNATIVES

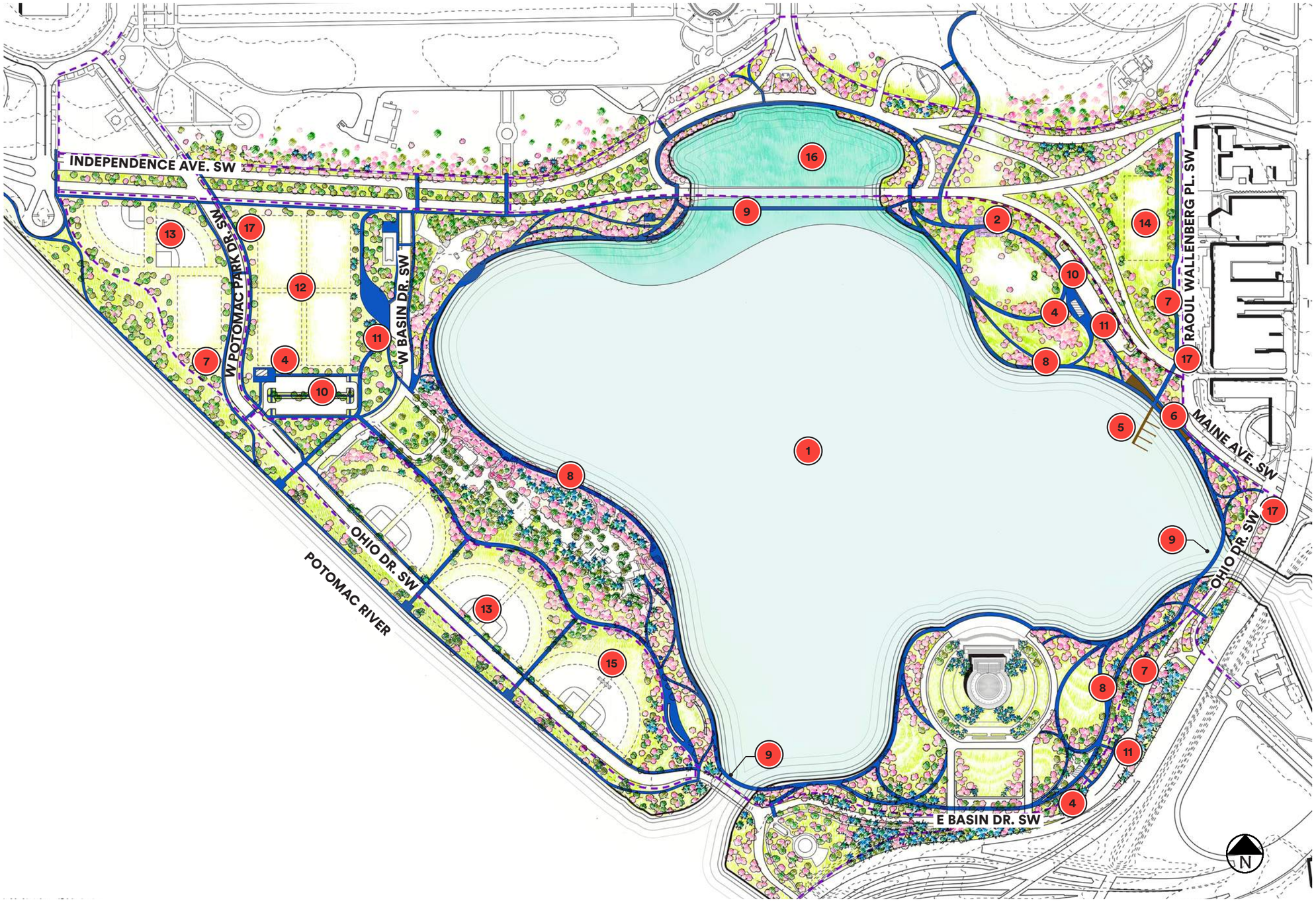
INITIAL CONCEPT (ALTERNATIVE A)

The initial concept for the Tidal Bain was developed through the prior concept development phase of the project, which began in 2024. This concept combined the needs of the National Park Service as well as feedback from agencies, consulting parties, and the public during the alternatives development process as well as through the public release of the Environmental Assessment.

This initial concept, which is now referred to as Alternative A, represents the emphasis on multi-modal circulation with a prioritization for pedestrians on site, balances the cultural landscapes and key viewsheds, and incorporates varied ecological conditions. It also incorporates recent changes to the site, notably the inclusion of West Potomac Park Drive SW, and explores the ways in which the National Park Service's need for parking and multi-purpose staging areas can balance with the recreational fields. This concept also shifts the bus drop-off area at the Jefferson Memorial to the east of the Memorial, outside of sight lines to the statue of Jefferson, in order to alleviate traffic around the west side of the basin and provide additional space for the memorial landscape. This concept is unchanged since its presentation in the Environmental Assessment in January 2026.

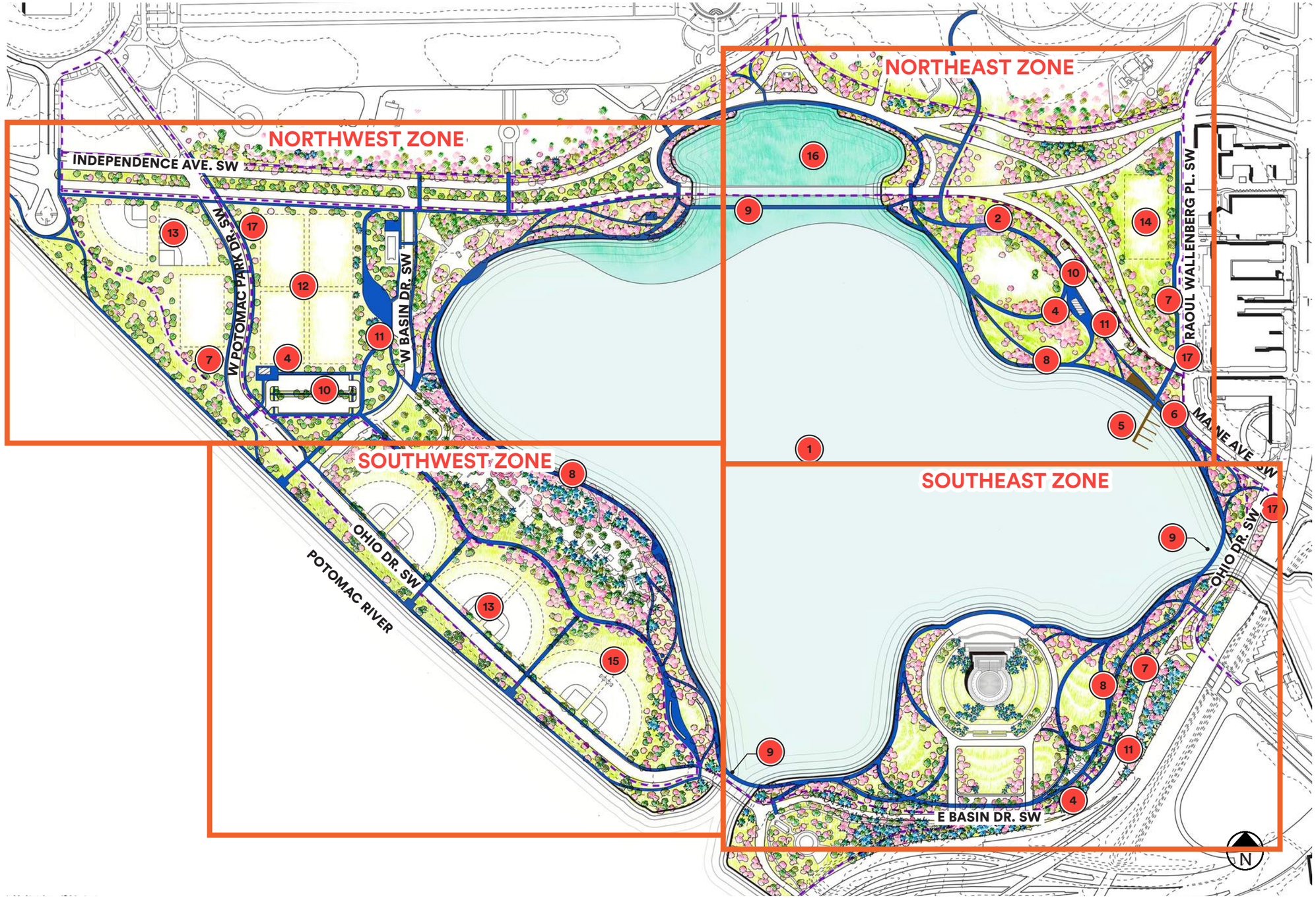
ALTERNATIVE A (INITIAL CONCEPT) - OVERVIEW

1. TIDAL BASIN (WATER)
2. FLORAL LIBRARY
3. CHERRY TREES (THROUGHOUT)
4. COMFORT STATION
5. PADDLE BOAT DOCK
6. TIERED SEATING
7. BIKE PATH
8. PEDESTRIAN WALKWAY
9. PEDESTRIAN BRIDGE
10. PARKING
11. DROP-OFF
12. MULTI-USE FIELD (5 TOTAL)
13. SOFTBALL FIELD (8 TOTAL)
14. RUGBY FIELD
15. CRICKET FIELD
16. TIDAL LANDSCAPE
17. ROADWAY ADJUSTMENT



ALTERNATIVE A (INITIAL CONCEPT) - OVERVIEW OF ZONES

1. TIDAL BASIN (WATER)
2. FLORAL LIBRARY
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ALTERNATIVE A (INITIAL CONCEPT) - OPTIONAL ELEMENTS

NORTHEAST ZONE

1. Maine Ave SW Connection

- Expand mixed use/multi-use open space for pedestrians, events staging, accessible access, and drop-off
- Vehicular traffic impacts for future study

2. Tidal Landscape

- North lobe would be left as is rather than reintroduce a vegetated tidal shelf

SOUTHEAST ZONE

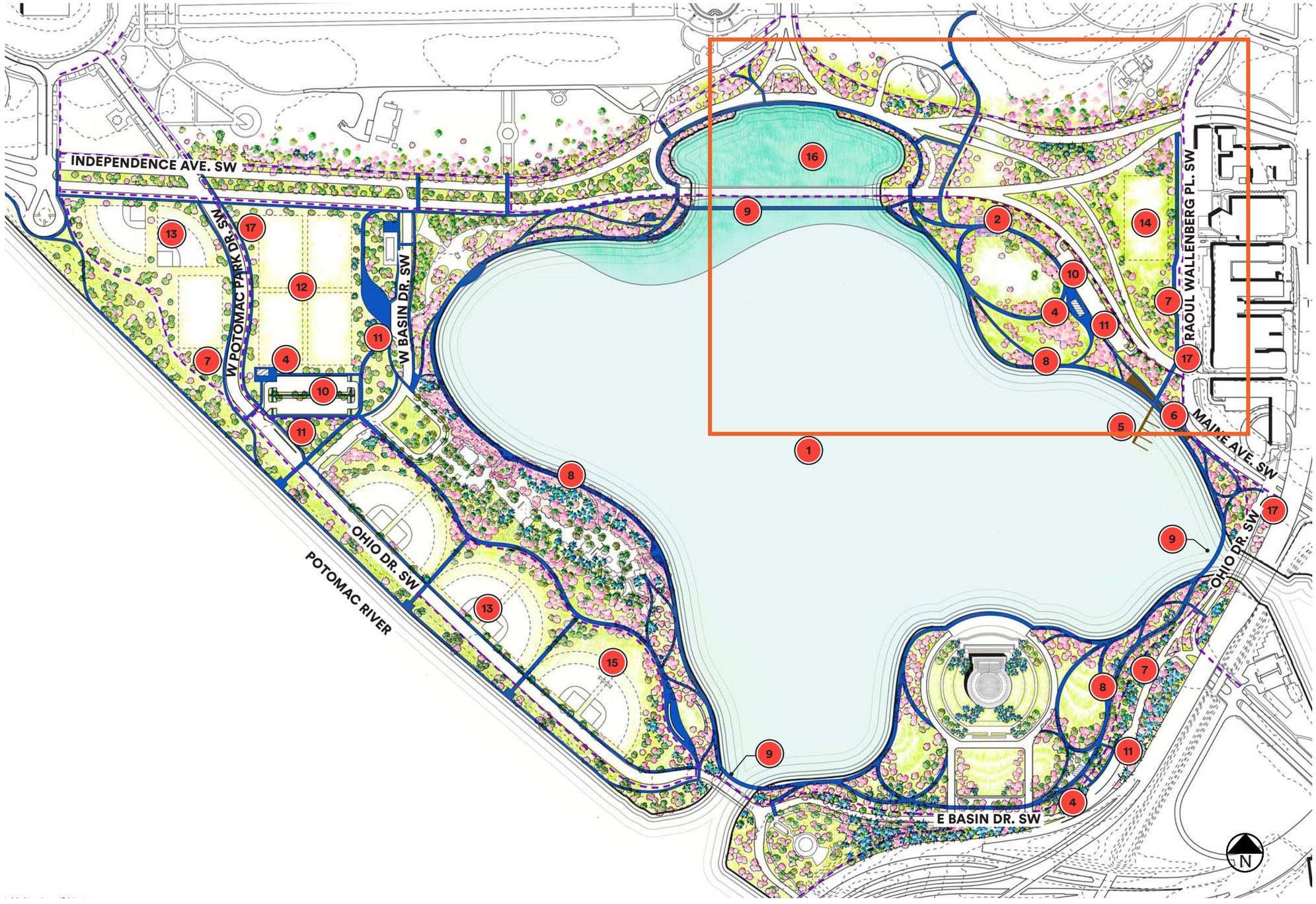
1. Shift Bus Drop-off Location

- Maintain existing drop-off configuration west of Jefferson Memorial and co-locate the Comfort Station
- Bike lane, pathway network, Jefferson security walls would infill the space currently used by the bus drop-off
- Analysis of vehicular and bicycle traffic impacts for all alternatives



ALTERNATIVE A (INITIAL CONCEPT) - NORTHEAST ZONE

1. TIDAL BASIN (WATER)
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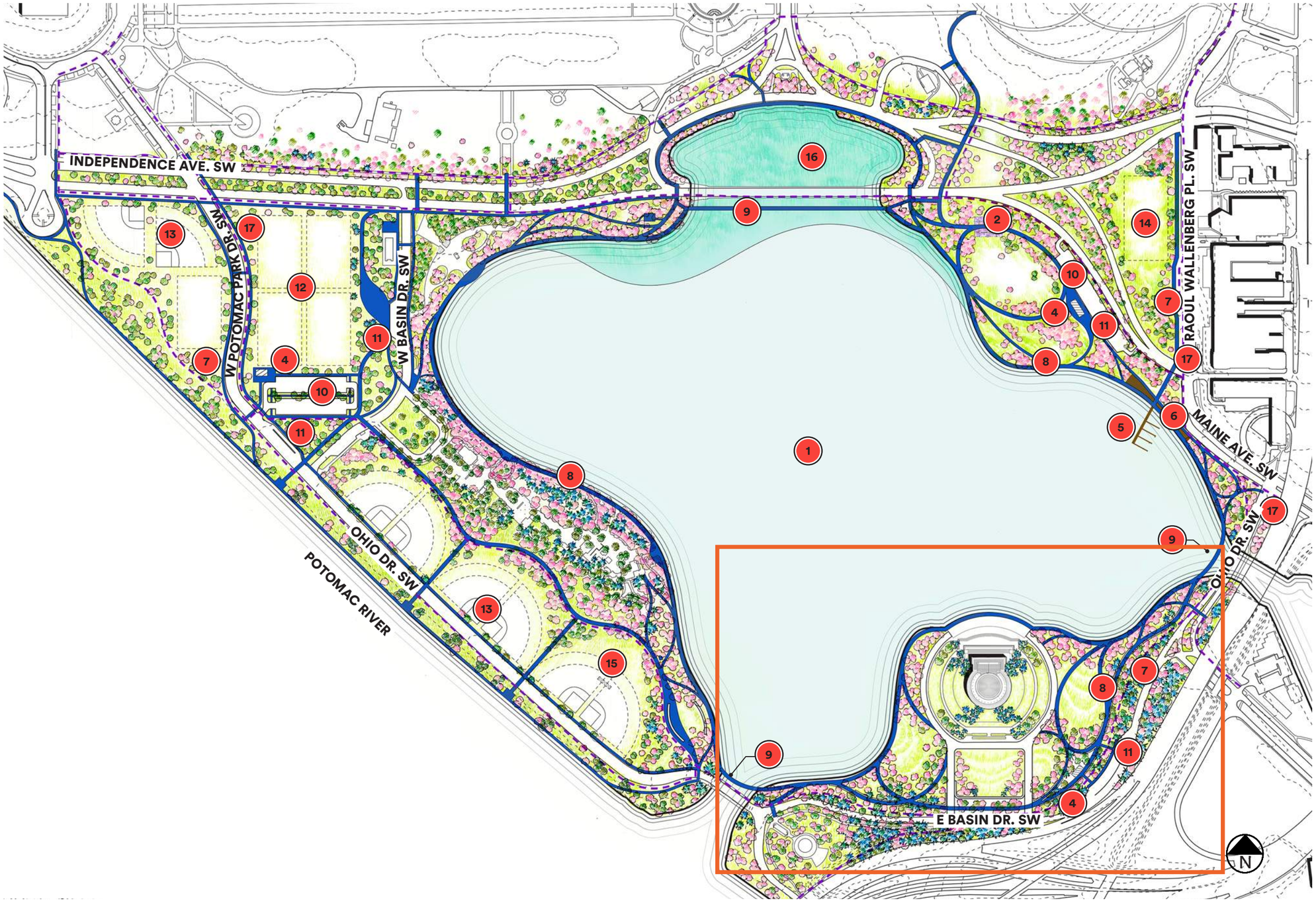
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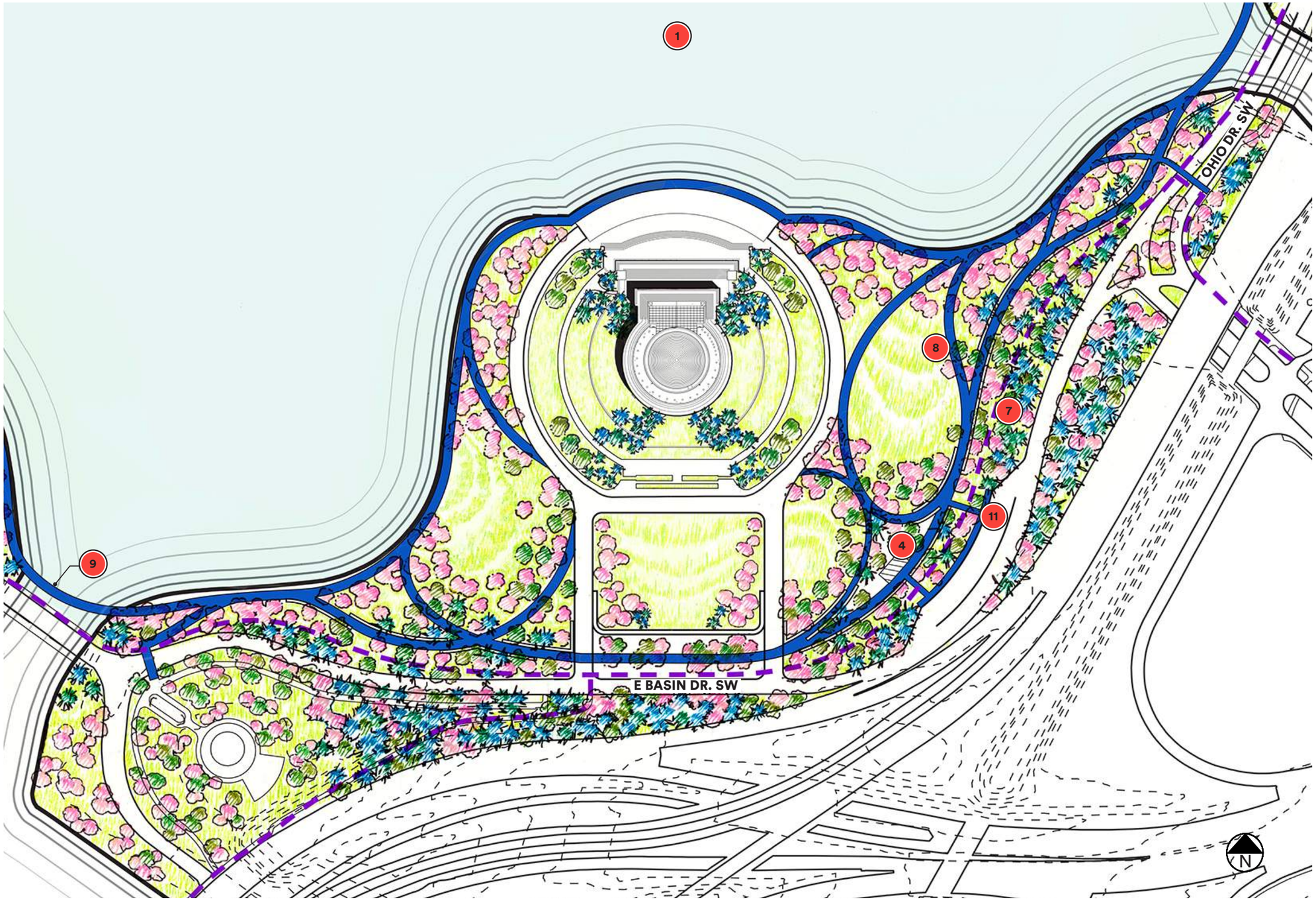
ALTERNATIVE A (INITIAL CONCEPT) - SOUTHEAST ZONE

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ALTERNATIVE A (INITIAL CONCEPT) - SOUTHEAST ZONE

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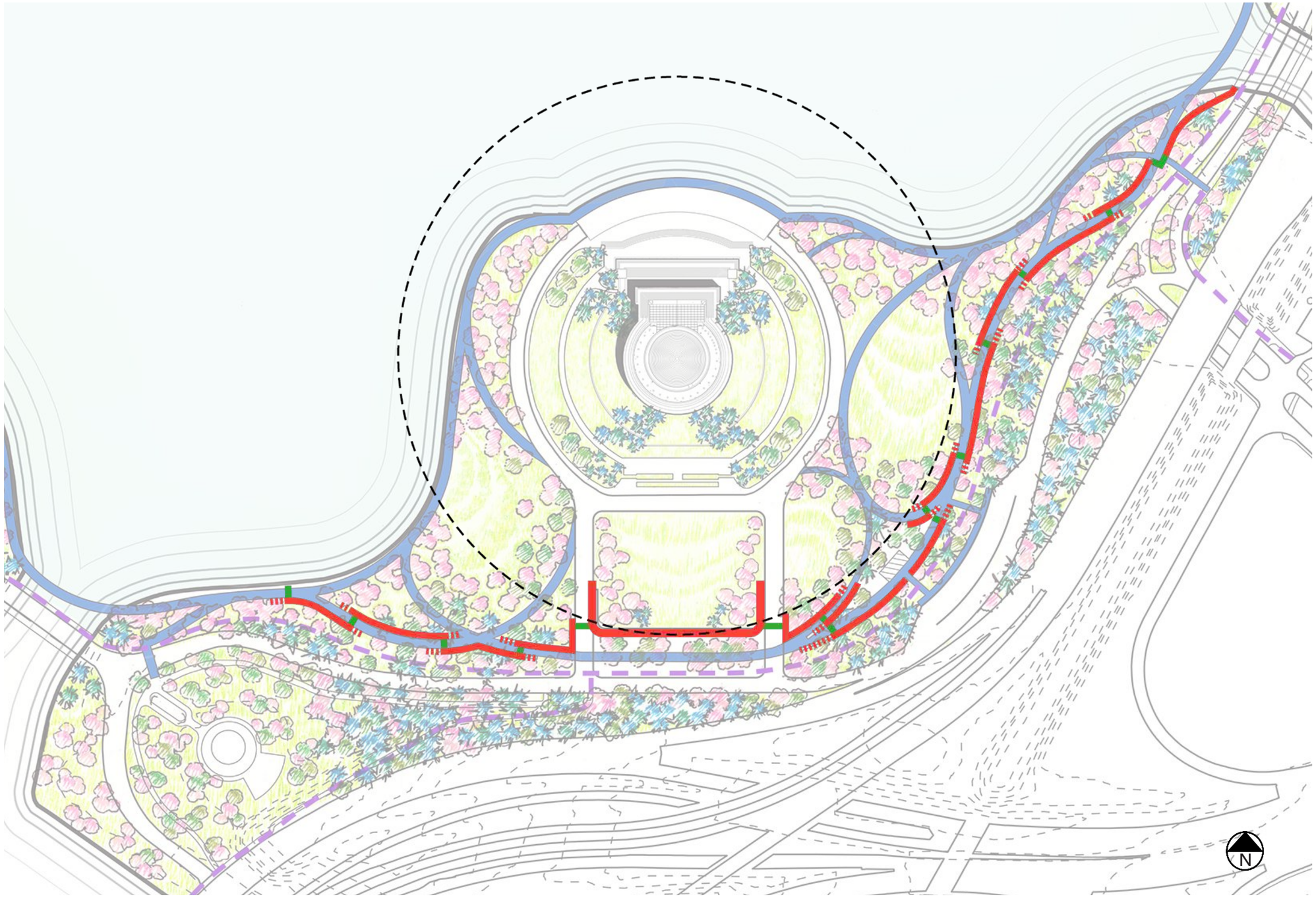
ALTERNATIVE A (INITIAL CONCEPT) - JEFFERSON MEMORIAL SECURITY

2'-6" SECURITY WALL

TAPERED SECURITY WALL

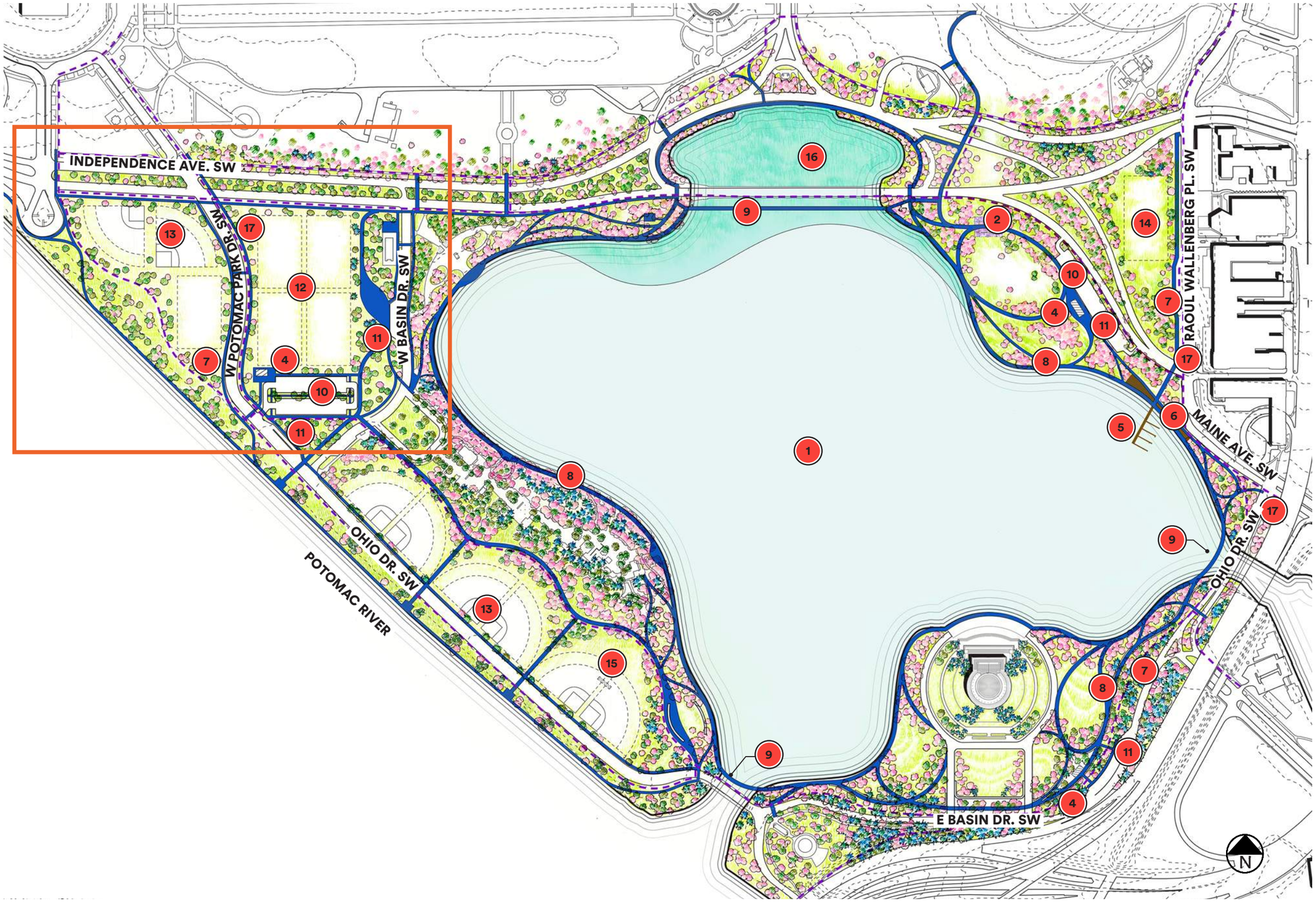
SECURITY BOLLARDS

MIN. SECURITY SETBACK



ALTERNATIVE A (INITIAL CONCEPT) - NORTHWEST ZONE

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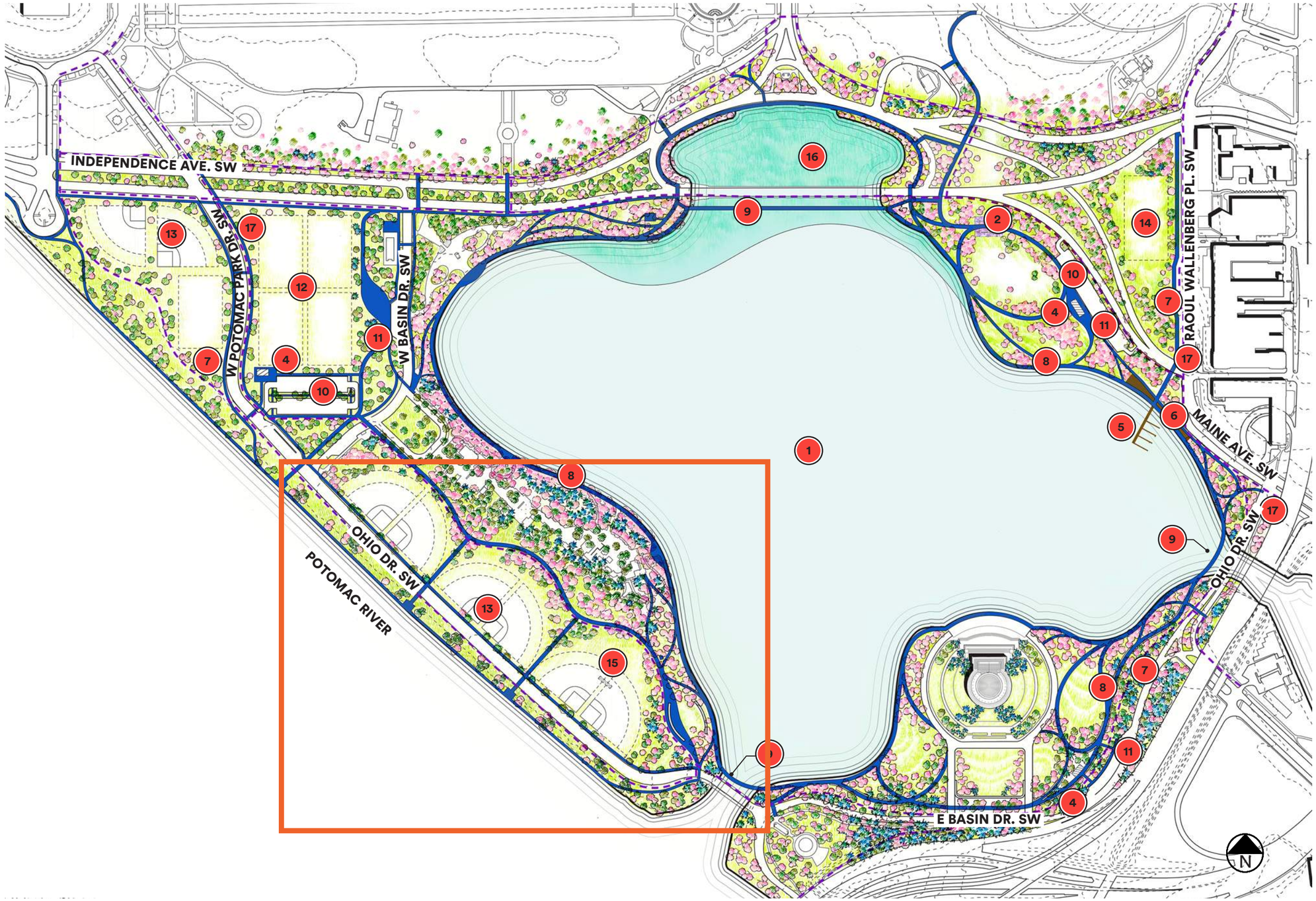
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ALTERNATIVE A (INITIAL CONCEPT) - SOUTHWEST ZONE

1. TIDAL BASIN (WATER)
2. FLORAL LIBRARY
3. CHERRY TREES (THROUGHOUT)
4. COMFORT STATION
5. PADDLE BOAT DOCK
6. TIERED SEATING
7. BIKE PATH
8. PEDESTRIAN WALKWAY
9. PEDESTRIAN BRIDGE
10. PARKING
11. DROP-OFF
12. MULTI-USE FIELD (5 TOTAL)
13. SOFTBALL FIELD (8 TOTAL)
14. RUGBY FIELD
15. CRICKET FIELD
16. TIDAL LANDSCAPE
17. ROADWAY ADJUSTMENT



ALTERNATIVE A (INITIAL CONCEPT) - SOUTHWEST ZONE

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PROPOSED ACTION (ALTERNATIVE B)

The Proposed Action includes general improvements to the Northwest and Southwest Zones that offer distinct landscape experiences connected by a continuous circulation and planting framework. Focused on improving viewsheds and connections to the larger monumental landscape of the National Mall and Memorial Parks, the proposed concept would include features such as pedestrian loops, open spaces, garden-like plantings, and direct access to the Potomac River. The Proposed Action refines the organization of open spaces to better support flexible recreation, gathering, and both formal and informal public uses. The concept relies on several consistent landscape systems, and a continuous network of pedestrian walkways connecting the western portion of the project area with recreational spaces, visitor facilities, and the Tidal Basin perimeter. Existing roadway and bicycle connections along Ohio Drive and Independence Avenue would be maintained.

The concepts proposed within the Northeast and Southeast Zones, including security improvements at the Thomas Jefferson Memorial, would be the same as those described under Alternative A above. The following focuses on the concepts proposed in the Southwest and Northwest Zones.

ALTERNATIVE B (PROPOSED ACTION) - OVERVIEW



ALTERNATIVE B (PROPOSED ACTION) - OVERVIEW OF ZONES



ALTERNATIVE B (PROPOSED ACTION) - NORTHWEST ZONE



ALTERNATIVE B (PROPOSED ACTION) - NORTHWEST ZONE

1. Floral Library
2. Comfort Stations
3. Paddle Boat Dock
4. Tiered Seating
5. Parking
6. Drop-Off
7. Multi-Use Fields
8. Rugby Field
9. Tidal Landscape
10. Oval Lawn
11. Lincoln Entryway
12. The Great Lawn
13. Amphitheater
14. River Gate Steps
15. MLK Jr. Bookstore
16. Pedestrian Bridge

- Pedestrian Walkway
- Roadway
- Bike Path
- Cherry Canopy
- Deciduous Canopy
- Evergreen Canopy



ALTERNATIVE B (PROPOSED ACTION) - SOUTHWEST ZONE



ALTERNATIVE B (PROPOSED ACTION) - SOUTHWEST ZONE

1. Floral Library
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5. Parking
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