

STAFF RECOMMENDATION

NCPC File No. 6367



**FORRESTAL COMPLEX
SECURITY ENHANCEMENTS
1000 Independence Avenue, S.W.
Washington, DC**

Submitted by the Department of Energy

April 28, 2005

Abstract

The Department of Energy (DOE) has submitted a concept design for building and street modifications to secure the Forrestal Complex, located at the entrance to L'Enfant Plaza at 10th Street and Independence Avenue, SW, against portable and vehicle-driven bombs. The submission consists of six independent construction phases.

Commission Action Requested by Applicant

Approval of concept design plans pursuant to 40 U.S.C. § 8722(d), and Section 5 of the National Capital Planning Act (40 § 8722(b)(1)).

Executive Director's Recommendation

The Commission:

Approves the concept design for Phase 1 – Column Wraps, Phase 3 – 10th Street Road Hardening, and Phase 6 – Building Core Protection for Building A of the Forrestal Complex, as shown on NCPC Map File No. 1.71(38.40)41585, sheets A1 (01-05), A3 (01-02), and A6 (01-04).

Does not approve the concept design for Phase 2 – Blast Shield over 10th Street, Phase 4 – Security Elements and 10th Street Road Work, and Phase 5 – 10th Street Bollards and Guard Booths, as shown on NCPC Map File No. 1.71(38.40)41585, sheets A2 (01-04), A4 (01-05), and A5 (01-05).

Requires that any subsequent submission of Phase 2 – Blast Shield over 10th Street, Phase 4 – Security Elements and 10th Street Road Work, or Phase 5 – 10th Street Bollards and Guard Booths include a programmatic evaluation of the following design alternatives:

- Eliminating occupied office space at the first level over the 10th Street Promenade and incorporation of the blast shield within the building mass in this area
- Removing the portion of the building mass (four column bays) that bridges over 10th Street
- Changes in conditions that would result from the above, and in accordance with the District of Columbia Department of Transportation and the Federal Highway Administration design goals and recommendations resulting from the *L'Enfant Promenade Urban Planning Study*

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PROJECT DESCRIPTION

Site

The Forrestal Complex, headquarters for the Department of Energy (DOE), is located in the Southwest quadrant of Washington, D.C. and is bounded by Independence Avenue to the north, 9th Street to the east, 11th Street to the west (a depressed roadway leading to the 12th Street tunnel) and the depressed CSX railroad tracks on the Maryland Avenue alignment to the south. The 10th Street Promenade serves as the main access to and from L'Enfant Plaza and continues south to the 10th Street Overlook (Banneker Circle). The



**VICINITY LOCATION OF FORRESTAL BUILDING,
HEADQUARTERS OF THE DEPARTMENT OF ENERGY**

Smithsonian Quad is the northern terminus for the 10th Street Promenade, and its vista is focused on the Smithsonian Castle.



**AXIAL VIEW OF 10TH STREET PROMENADE LOOKING SOUTH
BENEATH FORRESTAL BUILDING**

The area that includes L'Enfant Plaza and the Forrestal Complex was originally laid out in an orthogonal street grid in accordance with the L'Enfant Plan. In 1952, the Redevelopment Land Agency and the Federal City Council adopted a redevelopment plan for the area. Implementation of the plan occurred during the 1960s and '70s, and completed elements include the 10th Street Promenade and L'Enfant Plaza, designed by Dan Kiley, I. M. Pei and Vlastimil Koubek, and completed in 1973; and the James Forrestal Building, designed by Curtis and Davis and completed in 1969.

The Promenade structure begins at Independence Avenue and spans south, terminating at the Overlook Site, also known as Banneker Circle, just north of Maine Avenue. The Promenade is approximately 2,000 ft. in length, just under half a mile long, and provides the primary access to L'Enfant Plaza. The structure consists of a two-lane divided roadway with a wide paved median running the entire length of the Promenade. Moving from north to south, there is a gradual sloping upward with the Promenade reaching its high point or "cresting" at L'Enfant Plaza. The slope then transitions to a flat plane as the structure spans the I-395 (SE/SW Freeway) and terminates at the Overlook Site. L'Enfant Plaza itself is a privately owned, mixed use project consisting of four 16-story buildings containing a total of 3,200,000 square feet occupied by a mixture of offices, headquarters space, retail, theatre, hotel and parking.



**AXIAL VIEW OF 10TH STREET PROMENADE LOOKING NORTH
BENEATH FORRESTAL BUILDING**

The Forrestal Complex Building A/B, originally known as the James Forrestal Building, is a long and narrow structure running parallel to Independence Avenue between 9th and 11th Streets. The building is elevated three stories on forty columns (pilotis) that support the fourth through seventh floors, spanning 10th Street Promenade to allow unimpeded pedestrian and vehicle circulation. Two building cores are located at ground level. Building B's lobby core, located to the



**FORRESTAL BUILDING AS VIEWED ALONG INDEPENDENCE
AVENUE, SW**

east of 10th Street, serves as the main entrance. Building A's core, located to the west of 10th Street, serves as emergency egress. Building C and Building D are located to the south of Building A/B and flank 10th Street. Beneath the entire complex, including the area under 10th Street, is additional occupied space. The buildings are clad in architectural pre-cast concrete panels, with recessed glass openings. The site features lawn panels and hardscape below Building A/B.

Background

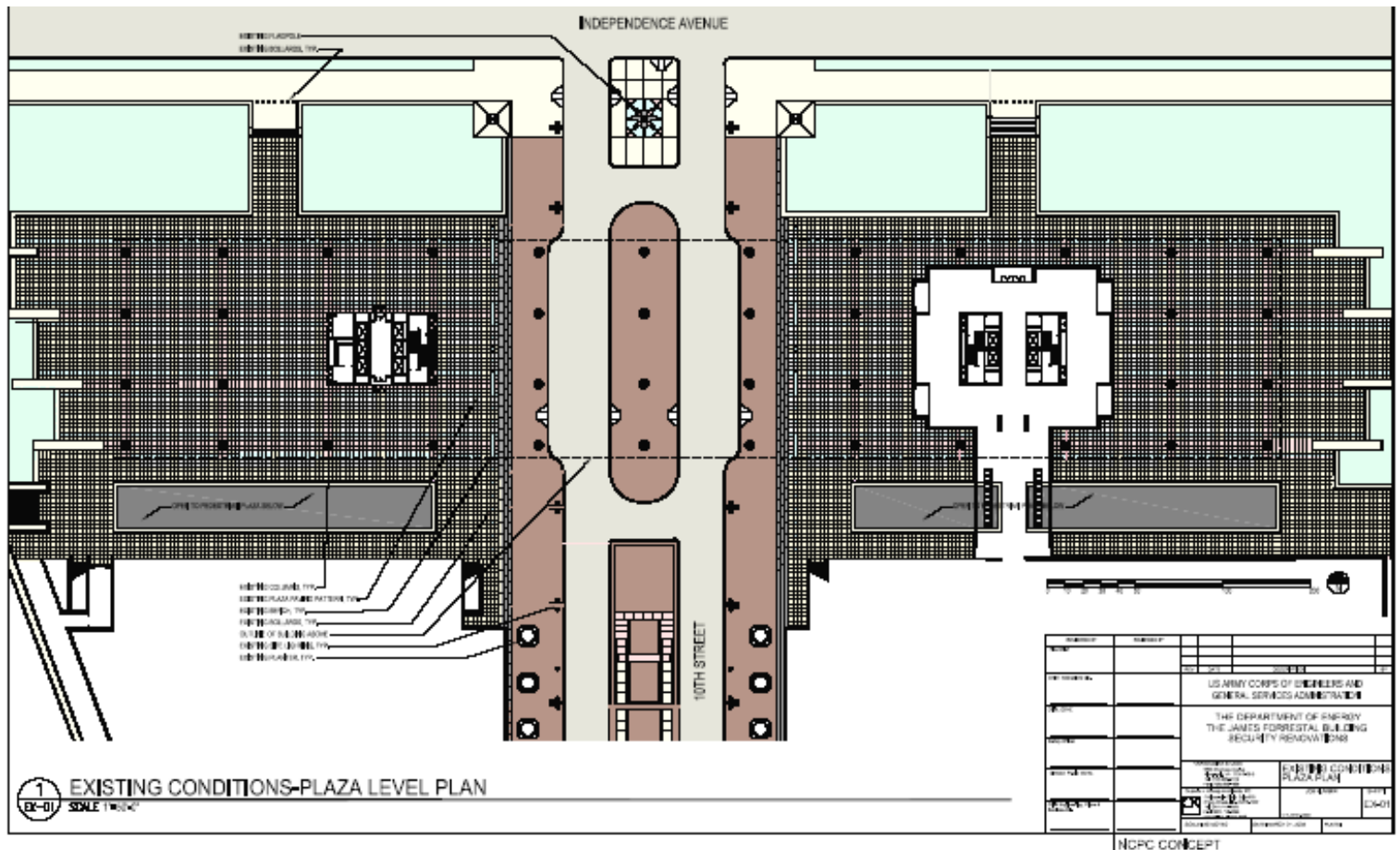
Previously, through delegated action on July 10, 2003, the Executive Director approved the preliminary and final design of perimeter security enhancements along Independence Avenue between 9th and 12th Streets, SW. for the Forrestal Complex. The project consisted of the installation of bollards at pedestrian entry points, and plinth walls adjacent to the existing sidewalk. In a letter accompanying that submission, GSA stated



**EXISTING TEMPORARY VEHICLE BARRIERS
BENEATH BUILDING**

“This project will enhance the physical protection of the site, afford the removal of temporary jersey barriers and improve the overall aesthetics of the site.”

Since that project was approved and constructed, DOE has placed temporary jersey barriers along both sides of 10th Street and around the median to achieve a stand-off to help protect the buildings and the exposed columns. The existing taxi lay-bys, on either side of 10th Street underneath Building A/B, have also been blocked off by jersey barriers. DOE has placed temporary guard booths on the 10th Street median to patrol vehicles driving on 10th Street. In November 2004, at DOE’s request, the District of Columbia Department of Transportation (DDOT) placed a ban on truck traffic along 10th Street from the northernmost drive of L’Enfant Plaza to Independence Avenue. These elements have not been submitted to the commission for review as required by the Commission’s Policy for the Design and Review of Perimeter Security Improvements, adopted January 9, 2003.

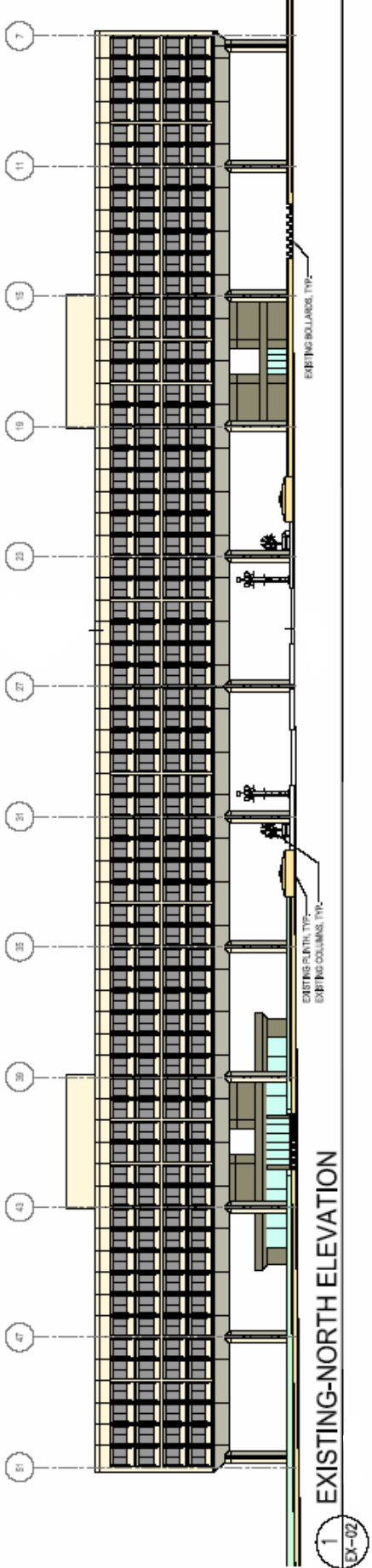


EXISTING SITE DEVELOPMENT PLAN AT 10TH STREET AND INDEPENDENCE AVENUE

Proposal

The Department of Energy believes that its Forrestal Complex remains a highly attractive target for acts of terrorism for two key reasons. The first is the location of the complex in the monumental core of Washington, DC, less than a mile from the Capitol Building and White House and visible from many locations along the National Mall. The second is the configuration and image of Building A/B spanning the 10th Street Mall. The proposed concept design consists of site and building improvements to help protect the Forrestal Complex from a vehicle borne explosive device and from man-portable explosive devices.

The proposed security enhancements consist of six phases described below. The phases are generally independent and presented in the intended order of implementation, pending available project funding.

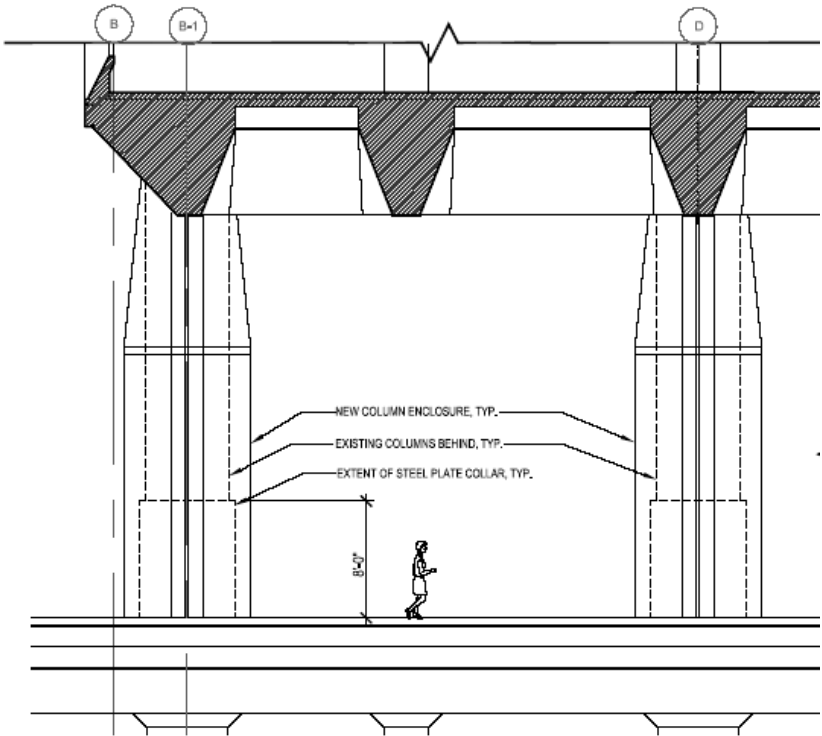


Phase 1 – Column Wraps

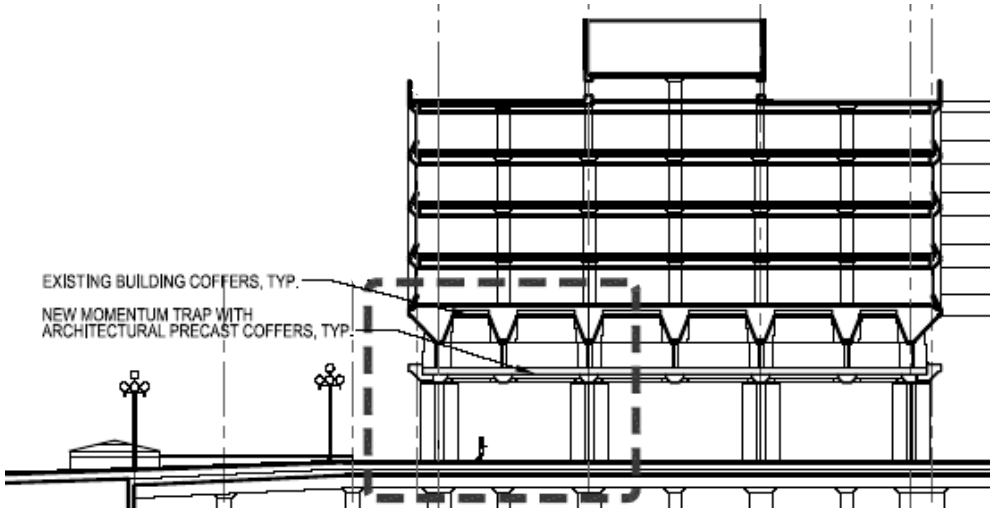
Phase I will protect the 40 existing columns at the ground level of Building A/B. The columns will be encased with architectural pre-cast column covers, similar in profile and finish of the existing columns, which will increase the column width three feet.

Phase 2 – The Momentum Trap (Blast Shield over 10th Street)

Phase 2 will suspend a blast shield below Building A/B floor structure located above 10th Street. The blast shield will reduce the existing opening, approximately 27 feet 7 inches high, to approximately 18 feet 1 inch above 10th Street. The underside of the slab will be divided into shallow coffers. Light fixtures will be placed in the coffers to illuminate the streetscape below. The slab edges will be clad with architectural pre-cast concrete fascias similar to the fascia profile found at the entry lobby core of Building B, located to the east.



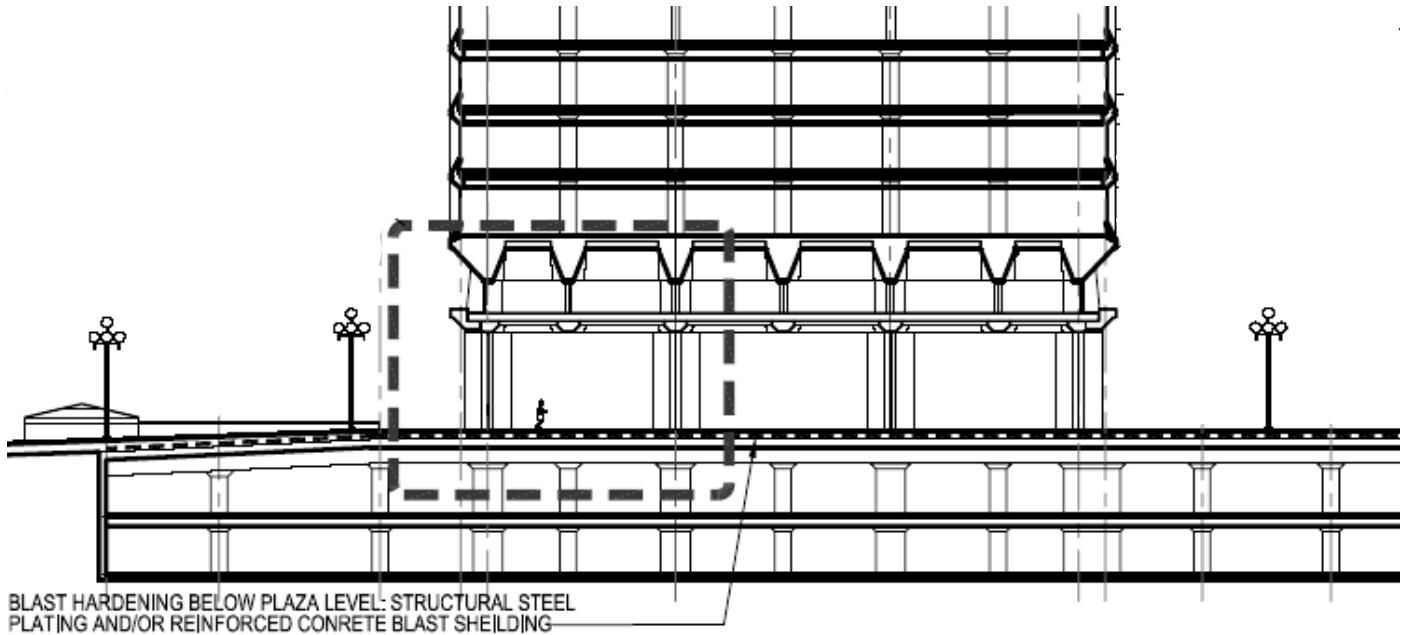
3 PHASE 1-DETAIL SECTION AT 10TH STREET
 A1-02



PHASE 2 – MOMENTUM TRAP BENEATH BUILDING

Phase 3 – Under the Road Blast Hardening (*10th Street Road Hardening*)

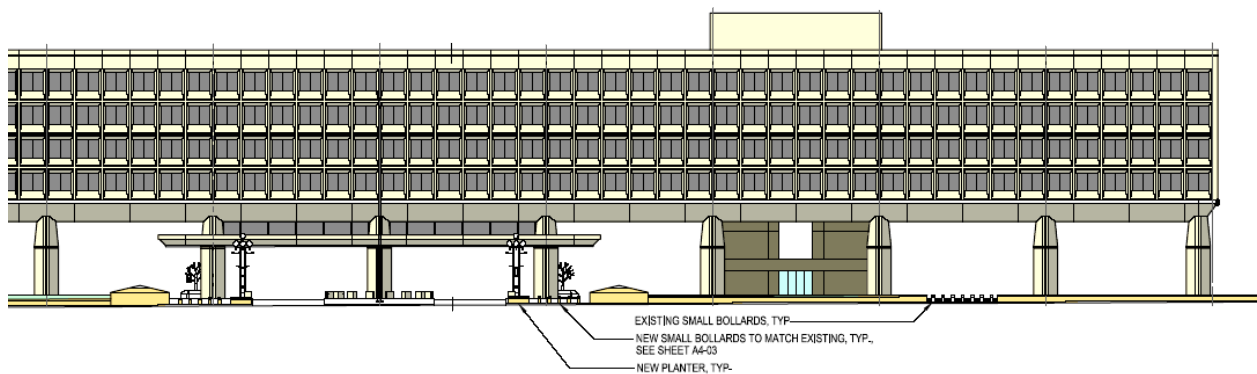
Phase 3 will reinforced the “roof” over occupied areas located below 10th Street. 10th Street will be repaired and replaced in-kind with no changes in the existing road profile.



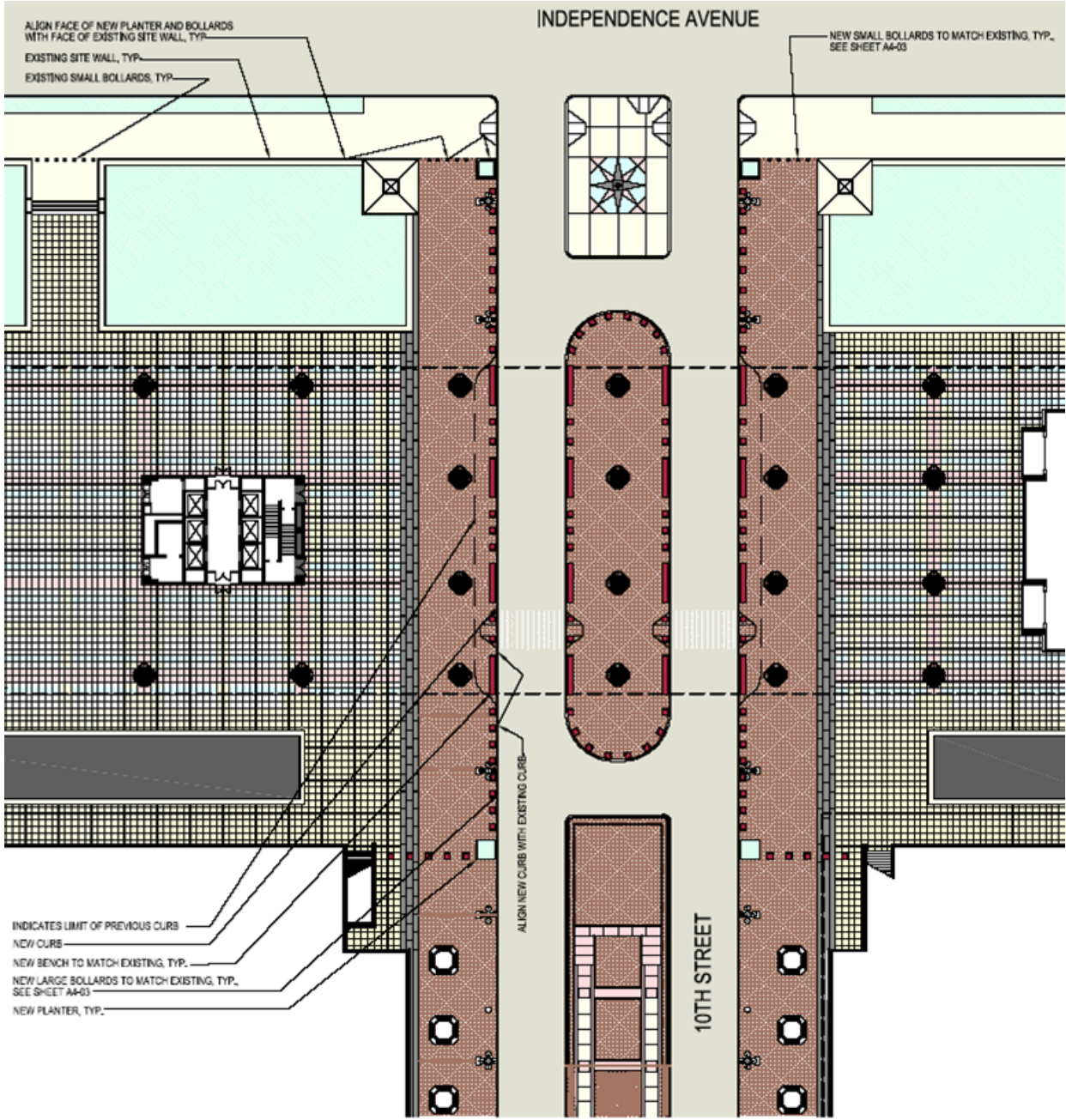
PHASE 3 – LOWER LEVEL BLAST HARDENING

Phase 4 – The 10th Street Road and Sidewalk Work (*Security Elements and 10th Street Road Work*)

This phase will integrate several site security elements to help increase stand-off distance. The existing taxi lay-bys will be eliminated and a continuous curb will be restored along 10th Street. Planters, benches, and bollards will be placed along the 10th Street curb line from Independence Avenue to the corners of Buildings C and D. Benches and bollards will be place around the 10th Street median located under Building A/B.



PHASE 4 – CURB AND SIDEWALK WORK AT 10TH STREET BELOW BUILDING



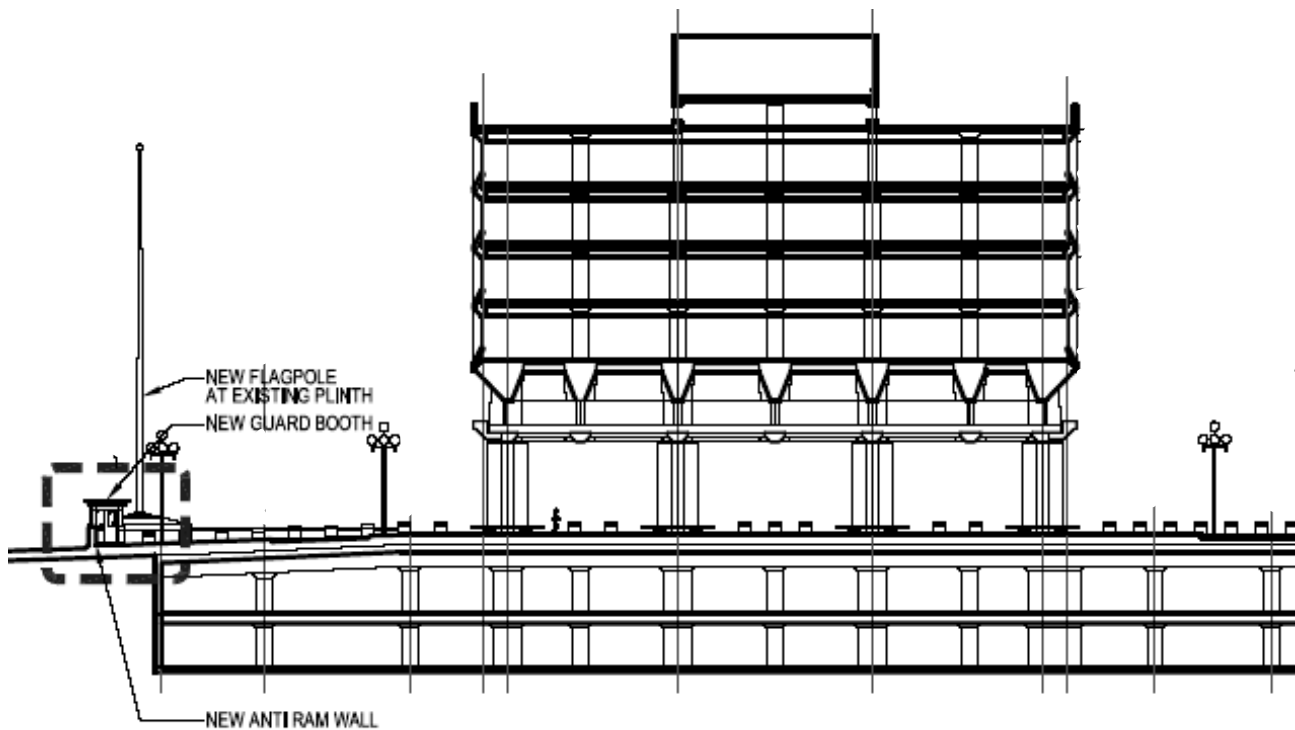
PHASE 4 – PARTIAL SITE PLAN OF CURB AND SIDEWALK WORK AT 10TH STREET BELOW BUILDING

Phase 5 – Hydraulic Bollards in 10th Street (*10th Street Bollards and Guard Booths*)

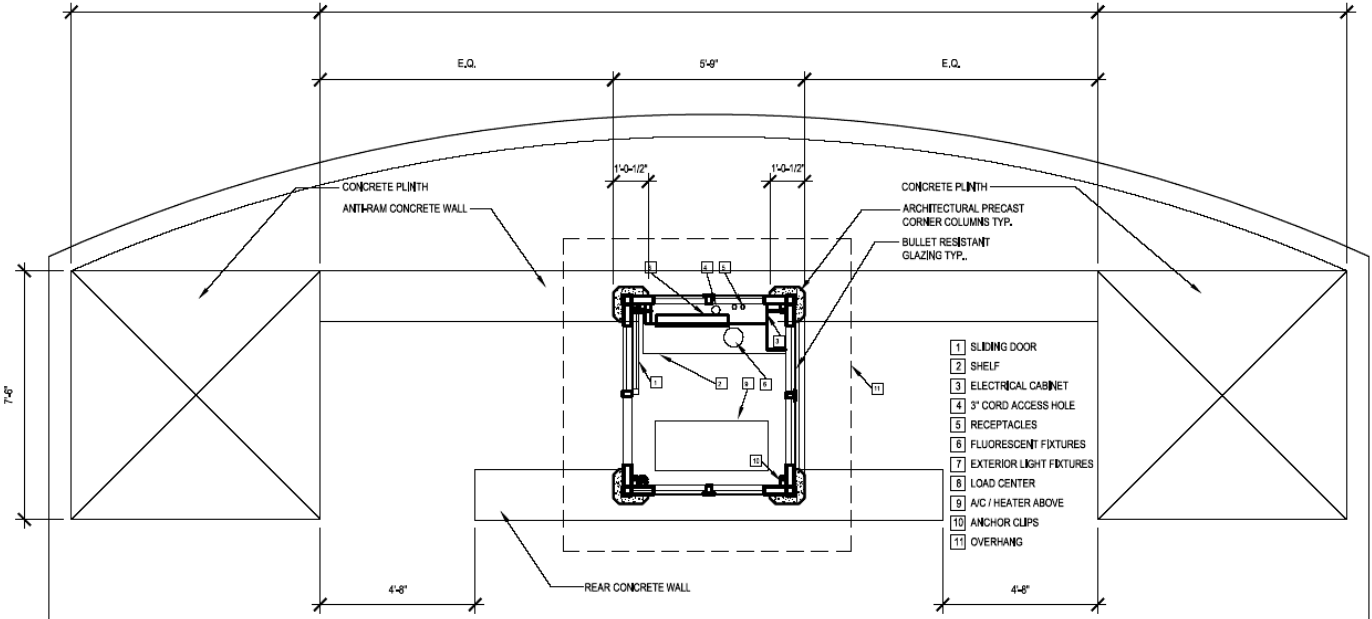
Under high threat conditions (either established by national alert levels, city wide alert levels, or specific intelligence warnings) DOE proposes a secured perimeter which includes vehicular control on 10th Street. Phase 5 will install a row of hydraulic bollards across 10th Street, S.W. at the north and south ends of the DOE perimeter.

At the north end, at the intersection of 10th Street and Independence Avenue, a row of hydraulic bollards will be placed across 10th Street. A plinth wall and one-person guard booth will be placed across the median. The median, north of the plinth wall, will be lowered to the existing roadway and paved as a walking surface. During deployment of the hydraulic bollards, vehicle inspection will occur at the turn off from Independence Avenue. Rejected vehicles will be redirected to Independence Avenue across the lowered median. Signage, flag poles, and planting will be incorporated into the site and security design.

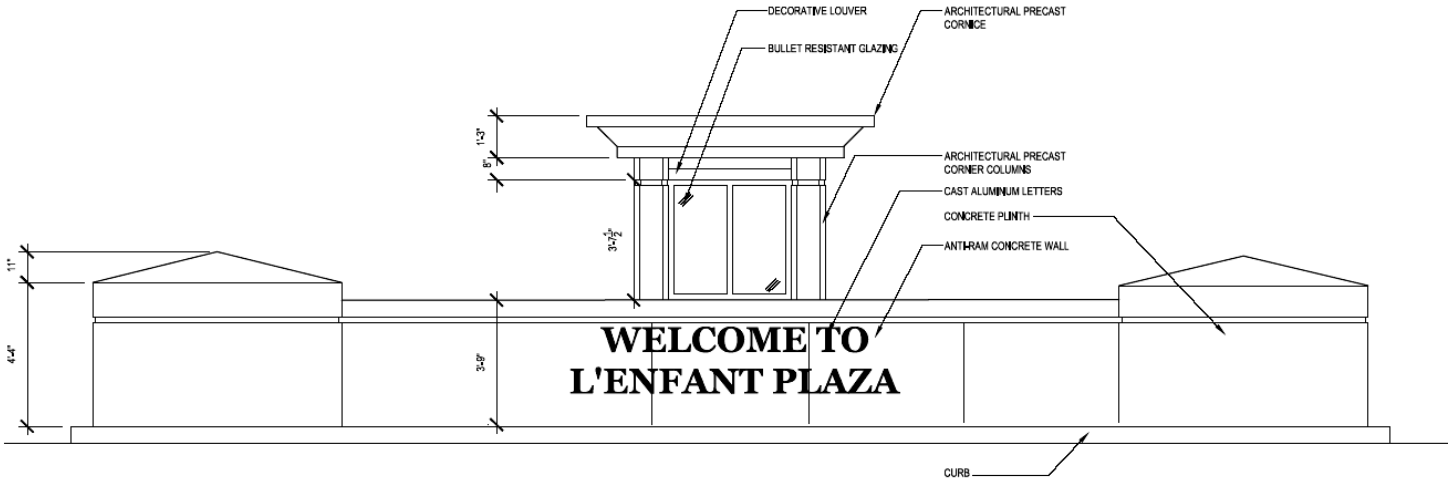
At the southern end of the complex, approximately 100 feet from the corners of Buildings C and D (close to the walls of the railroad underpass), a row of hydraulic bollards will also be placed across 10th Street. A plinth wall and one-person guard booth will be placed across the median. A row of fixed bollards and planters will be placed across the sidewalk. During deployment of the hydraulic bollards, vehicle inspection will occur south of the hydraulic bollards. A vetting turn around will allow rejected vehicles to be redirected south on 10th Street.



PHASE 5 – 10TH STREET BOLLARD AND GUARD BOOTH WORK



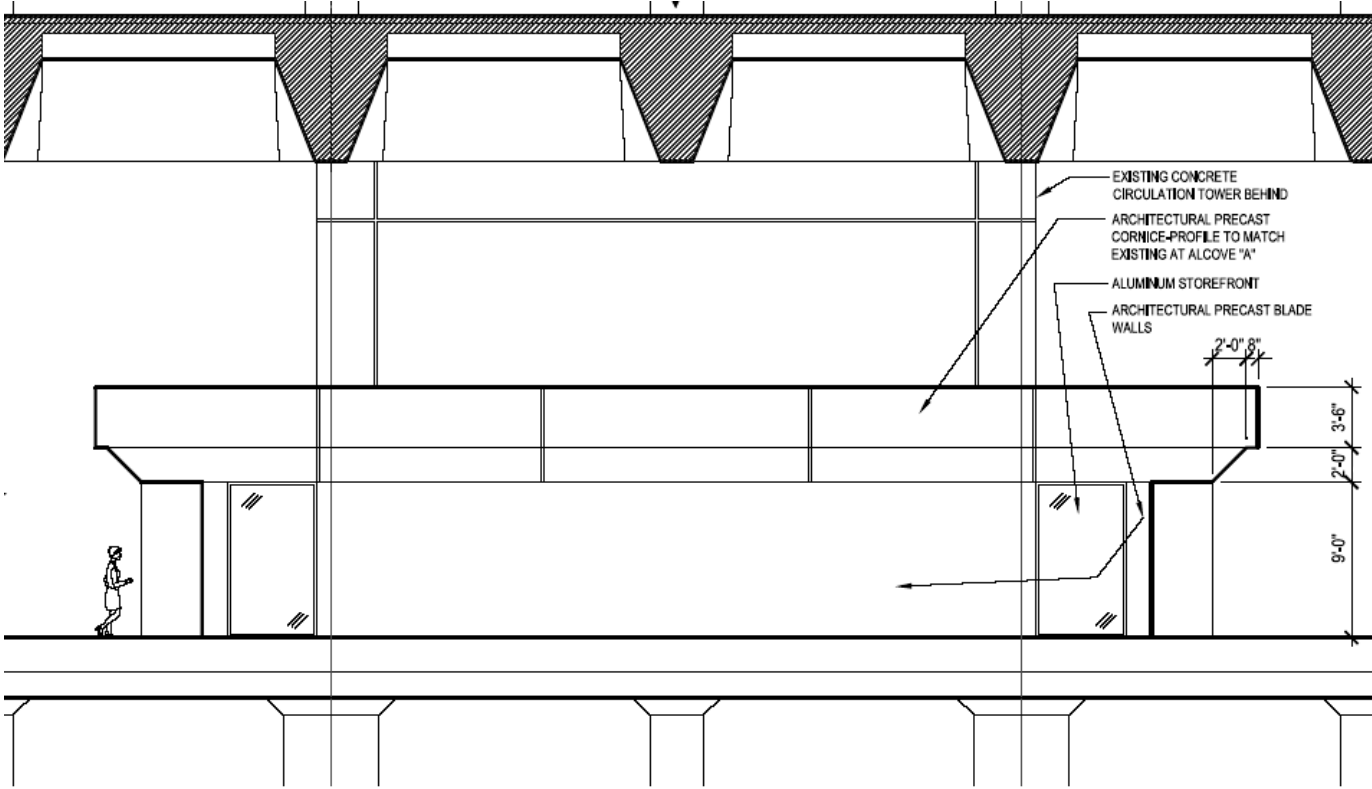
1 PHASE 5- GUARD BOOTH PLAN
 A5-03



PHASE 5 – DETAIL PLAN AND ELEVATION OF 10TH GUARD BOOTH

Phase 6 – Alcove A Protection (Building Core Protection for Building A)

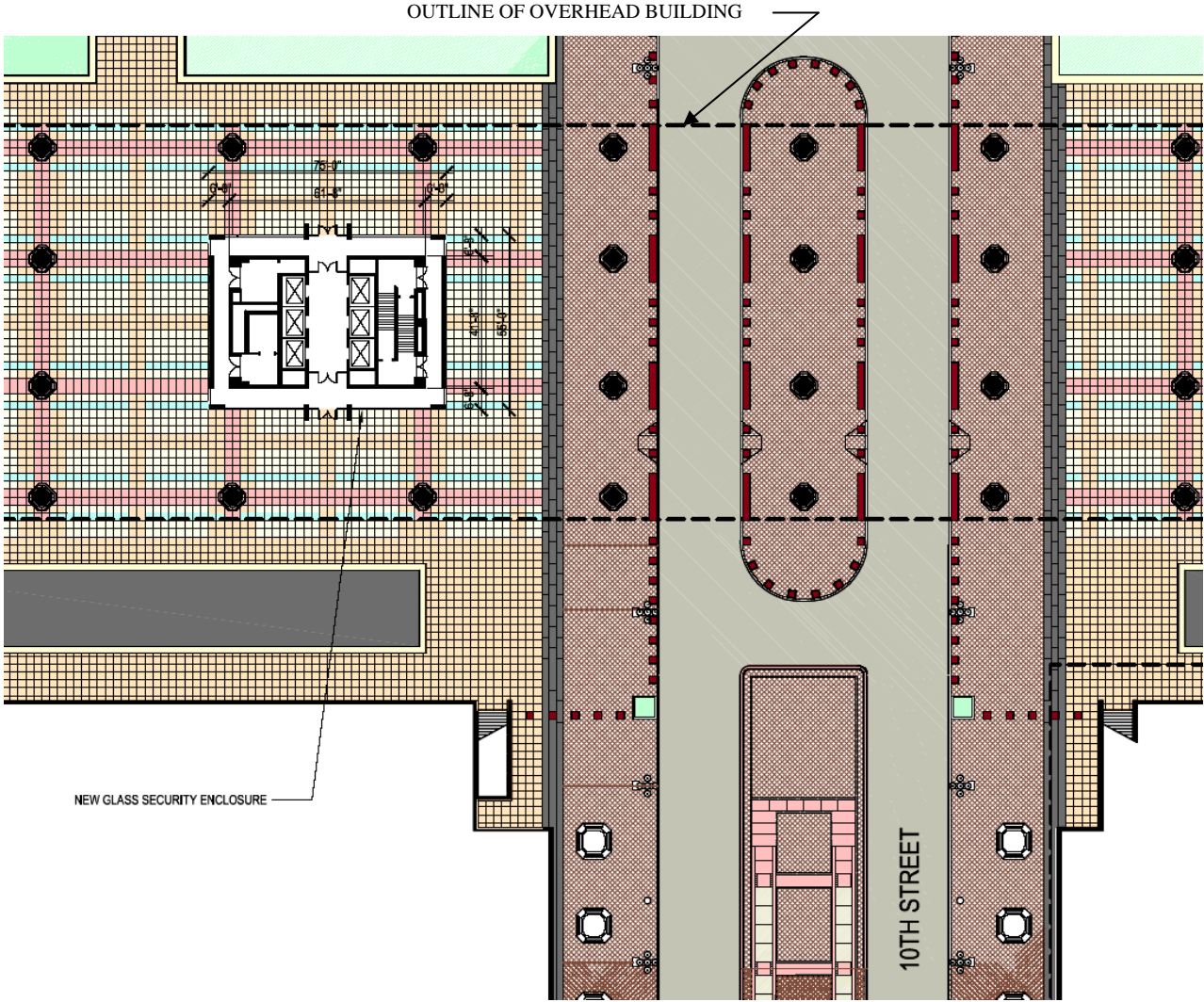
The building core, located to the west of 10th Street, serves as a means of egress for Building A occupants. Phase 6 will construct a new core enclosure to increase the stand-off distance and protect the emergency egress stairs. The proposed concrete and glass enclosure will be similar in finish and design to the entry lobby core for Building B, located to the east.



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A6-02

PHASE 6-DETAIL AT NEW SECURITY ENCLOSURE

PHASE 6 – NEW WEST END SECURITY ENTRANCE ENCLOSURE ELEVATION AS SEEN BENEATH BUILDING



PHASE 6 – PARTIAL SITE PLAN OF NEW SECURITY ENTRANCE ENCLOSURE

Development Program

Applicant: Department of Energy
Architect: Oudens + Knoop Architects PC
Cost: Parametric estimate \$10,000,000 - \$15,000,000
Schedule: Phase I construction is estimated to begin in Spring 2006 with a 4-6 month duration. All other phase construction schedules to be determined based upon funding availability and security priority.

PROJECT ANALYSIS

Executive Summary

Staff has reviewed each of the phases individually and as a complete concept design for the DOE Forrestal Complex. Staff supports the following actions:

- Phase 1 – Column Wraps. Staff recommends approval and recommends that the proposed column width be minimized as much as possible.
- Phase 2 – Blast Shield over 10th Street. Staff recommends disapproval due to the impact and reduction of the 10th Street Promenade vista. Staff recommends that the applicant be required to consider alternative design and/or programmatic solutions including:
 - Conversion of the occupied space in the area directly above 10th Street into a blast shield of design similar to that proposed to suspend below this space, and
 - Complete removal of that portion of Building A/B that spans 10th Street.
- Phase 3 – 10th Street Road Hardening. Staff recommends approval.
- Phase 4 – Security Elements and 10th Street Road Work. Staff recommends disapproval of Phase 4 pending a complete evaluation of alternatives in coordination with the District of Columbia Department of Transportation (DDOT) and the Federal Highway Administration (FHA) design goals and recommendations resulting from the *L’Enfant Promenade Urban Planning Study*, currently underway.
- Phase 5 – 10th Street Bollards and Guard Booths. Staff recommends disapproval of the temporary street closure elements and is concerned about pedestrian and vehicular access to L’Enfant Plaza tenants and future access to the 10th Street Overlook site. Staff notes that street closures are limited to critical government operations. Staff does not support the placement of guard booths in the median of a L’Enfant Plan right-of-way or in the 10th Street view-shed.
- Phase 6 – Building Core Protection for Building A. Staff recommends approval.

NCPC’s final draft of the *National Capital Urban Design and Security Plan Objectives and Policies* states that “NCPC addresses planning and design issues associated with risk management strategies that impact the public realm, primarily physical perimeter security for explosive delivered by bomb-laden vehicles. NCPC advocates striking a balance between physical perimeter security for federal buildings and the vitality of the public realm. NCPC encourages a multi-faceted approach to selection of appropriate security measures that considers intelligence information, operational and procedural measures and design strategies.”

The following staff comments relate to the proposed project phases:

Phase 1 – Column Wraps

Staff finds this design solution to be a good balance between addressing the applicant's identified security needs and protection of the public realm. The proposal does not limit public access to the space within the building yard, but endeavors to apply a solution that is limited to and compatible with the building architecture. Staff recommends that the increase in column diameter due to this project be minimized as much as possible to retain the design character and proportions of the existing columns.

Phase 2 – Blast Shield over 10th Street

Staff notes that the proposed blast shield reduces the 10th Street vista by approximately one third of its current height. This modification would significantly impact views between the Smithsonian Castle and L'Enfant Plaza. Staff recommends maintaining or reopening the 10th Street vista to the Smithsonian Castle and allowing for a future museum and/or memorial on the 10th Street Overlook site to be seen from the Smithsonian Quad and possibly the Mall beyond.

NCPC's final draft of the *National Capital Urban Design and Security Plan Objectives and Policies* states that 10th Street is located in a special planning area and should be treated in a manner that reinforces its linkages to the Mall and the Southwest Waterfront and its unique character as a part of L'Enfant Plaza.

Staff therefore recommends that the applicant be required to include a programmatic evaluation of the following design alternatives in any subsequent submission:

- Eliminating occupied office space at the first level over the 10th Street Promenade and incorporation of the blast shield within the building mass in this area.
- Removing the portion of the building mass (four column bays) that bridges over the 10th Street Promenade.

Phase 3 – 10th Street Road Hardening

Staff is in support of this phase since 10th Street will be repaired and replaced in-kind and there will be no impacts to the public realm. Project submission materials indicate that Phase 3 work will not result in any changes to the vertical profile of the roadway.

Phase 4 – Security Elements and 10th Street Road Work

The 10th Street Mall is an important pedestrian and vehicular passage linking the National Mall, L'Enfant Plaza businesses, and, soon, the Children's Museum, 10th Street Overlook, and other future activities of the Southwest Waterfront. Staff notes that security elements that will be placed adjacent to the building columns along 10th Street and the median will impact the public realm and provide minimum additional stand-off distance to the building structure. Additionally, staff finds that the security elements depicted along 10th Street below Building A/B are inappropriate for their setting. The proposal includes many benches in an area that no one is

likely to sit. Since Phases 1, 2 and 3 will provide protective measures to the building structure, staff recommends reducing the line of security elements and placing them in vulnerable areas and/or moving the extent of security elements completely in the building yard per NCPC's final draft of the *National Capital Urban Design and Security Plan Objectives and Policies*. Staff notes that the bench elements located underneath Building A/B along 10th Street and the median, will not appropriately serve pedestrians in those locations and recommends the applicant revise the design with alternative security elements.

Staff recommends that the applicant coordinate concept designs with the District of Columbia Department of Transportation (DDOT) and the Federal Highway Administration (FHA) in conjunction with their design goals and recommendations found in *L'Enfant Promenade Urban Planning Study*. Per NCPC's final draft of the *National Capital Urban Design and Security Plan Objectives and Policies*, staff strongly recommends designing variety of security elements to be installed along the 10th Street Promenade.

Finally, because the removal of the portion of the building mass over 10th Street would impact the need for, and placement of, these elements, staff recommends the programmatic evaluation required for Phase 2 accompany any subsequent submission for Phase 4.

Phase 5 – 10th Street Bollards and Guard Booths

Staff does not support the temporary street closure measures (hydraulic bollards) across 10th Street. Staff is concerned how this closure would impact vehicular traffic on 10th Street and Independence Avenue and ingress/egress of L'Enfant Plaza occupants/tenants and future development on the 10th Street Overlook site.

Per NCPC's final draft of the *National Capital Urban Design and Security Plan Objectives and Policies*, temporary closure or access restrictions to streets, parking lanes, or sidewalks should be limited to only the protection of those uses deemed absolutely essential for immediate continuity of critical government operations. These closures or restrictions should only be allowed during times of extraordinary security threats, or brief periods of time when required for extraordinary events or activities, such as large public demonstrations, the State of the Union Address or ceremonial parades. The National Security Threat Level and the determination of which uses are absolutely essential for immediate continuity of critical government operations should be made by the Secretary of Homeland Security.

Staff recommends, per NCPC's final draft of the *National Capital Urban Design and Security Plan Objectives and Policies*, that the applicant coordinate plans and procedures for temporary closure of 10th Street with the Department of Homeland Security-National Capital Region, the local emergency management service, local law enforcement, US Capitol Police, US Park Police, US Secret Service, the Federal Protective Service, local planning and transportation offices and the National Capital Planning Commission, as appropriate.

Since Phase 5 will impact pedestrian and vehicular traffic on the 10th Street Promenade and L'Enfant Plaza during high alert situations, staff recommends, that the applicant develop their design in consultation with other L'Enfant Plaza stakeholders, FHA, DDOT, NCPC, CFA,

DCOP and other relevant local agencies; and that the programmatic evaluation required for Phases 2 and 4 accompany any subsequent submission for Phase 5.

Staff does not support the placement of guard booths in the median of the L'Enfant Plan rights-of-way or in the 10th Street view-shed.

Phase 6 – Building Core Protection for Building A

Staff is in support of this phase since the proposed concrete and glass enclosure will be similar in finish and design to the entry lobby core for Building B, located to the east. Alternate Phase 2 solutions may eliminate the necessity of this phase.

CONFORMANCE

Comprehensive Plan for the National Capital

Staff has determined that proposed project Phases 1, 3, 4 and 6 are consistent with the *Comprehensive Plan for the National Capital: Federal Elements*, in particular the Federal Workplace Element. The security elements are in accordance with guidance included in *The National Capital Urban Design and Security Plan*, minimize the impact on the public realm, and complement the existing architectural character.

Staff has determined that proposed project Phases 2 and 5 are not consistent with several policies in the *Comprehensive Plan for the National Capital: Federal Elements*. Relevant policies include:

Preservation and Historic Features Element: The federal government should:

- Preserve the historic street rights-of-way and reservations that contribute to the significant system of open space forming the urban design framework of the nation's capital. (The Historic Plan of Washington, D.C., Policy #3)
- Protect and control the visual and functional qualities of the L'Enfant rights-of-way. (The Historic Plan of Washington, D.C., Policy #5)
- Protect the integrity, form, and design of the L'Enfant Plan's system of streets ... from inappropriate ... physical incursions. (The Historic Plan of Washington, D.C., policy #11)
- Protect the historic importance and function of the streets as vehicular thoroughfares and avoid inappropriate traffic channelization that obscures the character of the right-of-way. (The Historic Plan of Washington, D.C., policy #12)
- Restore historic streets...that have been inappropriately disrupted or closed to their original right-of-way or configuration at the earliest opportunity. (The Historic Plan of Washington, D.C., policy #15)

- Take into account the historic spatial significance of the L'Enfant rights-of-way and reservations when designing and locating physical security measures along L'Enfant streets” (The Historic Plan of Washington, D.C., policy #16)
- Protect and enhance the vistas and views, both natural and designed, which are an integral part of the national capital's image. (National Capital Image, policy #5)
- Protect the settings of historic properties, including views to and from the sites where significant, as integral parts of the historic character of the property (Stewardship of Historic Properties, policy #6)

Federal Workplace Element:

- When ... making improvements to existing buildings, integrate security threat counter measures ... to minimize the impact of perimeter building security on the public realm. (Development of Workplaces with Communities, security policy #8)
- Coordinate the planning, design, and construction of building perimeter security for neighboring federal buildings that share frontage on a street. (Development of Workplaces with Communities, security policy #9)
- Incorporate security needs into the design of buildings, streetscapes, and landscapes using urban design principles in a manner that enhances and beautifies the public realm, resulting in coherent and welcoming streetscapes, and does not excessively restrict or impede operation use of sidewalks or pedestrian, handicap, and vehicular mobility...(Development of Workplaces with Communities, security policy #10)
- Design security barrier lines and elements that complement and enhance the character of the area in which they will be located and that respect the historic context of the area when applicable. (Development of Workplaces with Communities, security policy #12)
- Discourage street closings to increase stand-off distances if the closings will affect vehicle mobility, evacuation routes, and emergency access. (Development of Workplaces with Communities, security policy #13)
- Design security barriers and checkpoints a vehicular entry points on federal installations to accommodate vehicular queuing on site and to avoid adverse effects on adjacent public roadway operations and safety. (Development of Workplaces with Communities, security policy #16)

Staffs also notes that proposed project Phases 2 and 5 impact areas beyond the Forrestal Complex and are not consistent with several policies in the *Comprehensive Plan for the National Capital: Federal Elements*. Relevant policies include:

- Embellish L'Enfant ... streets with monuments, fountains, and civic art placed to provide views and points of reference, in accordance with the Commemorative Works Act where applicable. (Preservation and Historic Features Element, The Historic Plan of Washington, D.C., policy #4)
- Balance the needs of security with visitor accessibility by ensuring that federal visitor attractions in the National Capital Region provide for the safety of visitors while remaining accessible and aesthetically pleasing, following the recommendations in *The National Capital Urban Design and Security Plan*. (Visitors Element, Federal Visitor Attractions, policy #7)
- Design projects in a manner that does not impede commerce and economic vitality but balances the need for perimeter security with the need to enhance and maintain the viability of urban areas. (Federal Workplace Element, Development of Workplaces with Communities, security policy #11)
- The federal government should plan, complete, and maintain connection between public parks and open space. (Parks and Open Space Element, Connectivity and Access, policy #2)

Extending the Legacy Plan

In 1997, the Commission completed and released its framework plan for Washington's Monumental Core. *Extending the Legacy: Planning America's Capital for the 21st Century*. The *Legacy Plan* continues Washington's tradition of visionary civic planning involving the L'Enfant Plan that created a city of broad avenues and grand public spaces. The plan emphasizes Monumental Core connections with nearby major axial features leading to waterfront areas and prominent viewpoints. The 10th Street Mall (Promenade) is an important pedestrian and vehicular passage linking the Core area leading to the 10th Street Overlook and the Southwest Waterfront Area. The Southwest Waterfront is a major improvement center featured for enhancement in the next few years by the District of Columbia planning initiatives.

All of the feature elements; the Promenade, the Overlook Area, and the Southwest Waterfront would fulfill goals of the *Legacy Plan*. The introduction of the development of features that would adversely impact areas relating to the *Legacy Plan* is viewed by staff as a difficult challenge to address and curtail, as it relates to the currently submitted proposal.

Federal Capital Improvements Plan

This proposed project in relation to security improvements is not documented in the Federal Capital Improvements Plan.

National Capital Urban Design and Security Plan

NCPC's National Capital Urban Design and Security Plan denotes 10th Street as a Special Street within the monumental core and denotes it as a Monumental Avenue in the Southwest Federal

Center. In L'Enfant's Plan, 10th Street was intended to link the Mall with the waterfront and to be a significant axis. L'Enfant Plaza and the 10th Street Promenade were the centerpiece of the Washington's Southwest redevelopment. Streetscape design, including security elements, can re-establish the pedestrian character of this street while also anticipating a future connection to the Southwest Waterfront. The plan makes the following recommendations for treatment of the 10th Street Promenade:

- Incorporate round and linear seat planters to create an improved pedestrian scale and to formalize and beautify the street
- Remove existing lay-bys so that planters maintain a consistent line at the edge of the street
- Place stainless steel bollards in front of major building entrances and on street corners
- Replace the existing paved median with grass panels

The current proposal conforms generally with these recommendations, but it should be noted that the sample application included in the UDSP shows an area in front of the US Postal Service Headquarters that is a sunlit area with views into L'Enfant Plaza. Conditions under Forrestal Complex Building A/B are significantly different, and it is unlikely that plants will grow in planters, or that people will want to sit on benches here.

In addition, since the UDSP was adopted the Federal Highways Administration and the District Department of Transportation have released The L'Enfant Promenade Urban Planning Study as part of an effort to revitalize the L'Enfant Promenade. Recommendations included in the UDSP should be considered in the context of this later, broader effort.

Memorials and Museums Master Plan

The NCPC Memorials and Museum Master Plan published in December 2001 identifies the terminus of 10th Street as a site for a major memorial and/or museum. The 10th Street Overlook site would have “future reciprocal views including the Smithsonian Castle on Independence Avenue (which would be visible if the Forrestal Building were removed sometime in the future).”

The 10th Street Overlook is currently under consideration as a potential site for the National Museum of African American History and Culture. The September 2003 Final Site Report states that the site “is on axis with the Smithsonian Castle, but the Forrestal Building blocks views of the site from the Castle and vice versa.” The report also notes that “stark public spaces (are) along (the 10th Street) axis to the Mall” and that the site “requires substantial upgrading of the surrounding area.” Staff notes that the proposed Phase 2 would reduce the vista to the 10th Street Overlook site.

District Office of Planning

The District Office of Planning (DCOP) published the Anacostia Waterfront Initiative (AWI) Framework Plan in November 2003. The L'Enfant Promenade linkage is discussed in the chapter "Destinations: Cultural Destinations and Places of Distinct Character." AWI seeks to better connect the southwest waterfront to the Monumental Core of the Nations Capital. AWI supports development of a major national museum and memorial site at the 10th Street Overlook site. In the chapter "Neighborhoods: Building and Sustaining Strong Waterfront Neighborhoods," AWI presents the Forrestal Building as an "urban mistake" by "ignore[ing] architectural and urban design considerations by blocking views and constructing bland buildings."

District Department of Transportation/Federal Highway Administration

In May 2003 Federal Highway Administration (FHA) and District Department of Transportation (DDOT) with the National Park Service (NPS) and the Washington Interdependence Council (WIC) published a *L'Enfant Promenade (10th Street) Urban Planning Study*. The study was generated from:

- The need to rehabilitate structural deficiencies of the Promenade as identified in the DDOT ongoing bridge inspection program
- Recognition that improvement to the Promenade could enhance connectivity in this area of the City contributing to the creation of a vibrant urban waterfront in Southwest.

The study addressed linkages and connectivity, social demands and economic development, modal relationships, roadway and structural improvements, safety, security, and environmental, aesthetic, open space and monument/memorials. The following are the overarching design goals for the study:

- Improve the pedestrian experience of the Promenade
- Realize the monument/memorial potential for the Promenade and its relationships to the City
- Improve overall connectivity in the area
- Designate the Overlook Site as a major gateway to the Southwest Waterfront and the entire City
- Create a more enclosed, urban setting along the Promenade to mitigate the modernist scale of the area

National Environmental Protection Act (NEPA)

The current submission, as a concept design proposal, does not require the Commission to complete its NEPA determination at this stage of project review. Based on the initial information supplied by the Department of Energy (DOE), that agency would serve as the lead federal agency, and undertake preparation of an environmental analysis in accordance with Department requirements. The DOE in its review should note any analysis must consider issues in accordance with the Commission's Environmental and Historic Preservation Policies and Procedures. The Commission should be identified as a cooperating federal agency in the drafting an environmental assessment, if required, to ensure timely and required adoption of the document by NCPC, as specified by the Commission's procedures and dictated by NEPA provisions for approval actions.

In developing the submission of any future preliminary project plans to the Commission, the agency should respond to substantive comments on streetscape viewshed impacts, which would be regarded by the Commission, as an environmental impact issue because it would affect the Capital's L'Enfant Plan streets and places, as described in the Commission's Comprehensive Plan and the National Register listed resource. Impacts, if any to the L'Enfant Plan should be referred to in the research and development of the environmental review. NCPC staff would anticipate all planning effort will verify analysis of historic features and resources of the potential area of effect, in accordance with Section 106 of the National Historic Preservation Act. NCPC staff emphasizes that the DOE must determine the findings of its environmental review and develop a conclusion and mitigation of any adverse impacts from the planned action prior to submitting any phase of the project. If phases of the proposal adhere to agency exclusion criteria in it compliance review, those provisions should also be noted in any submission made to NCPC.

National Historic Preservation Act (NHPA)

DOE is conducting Section 106 and NEPA review on its own behalf and has initiated consultation with the D. C. State Historic Preservation Officer. The proposed work would constitute an adverse effect, even though the Forrestal Building itself is not listed in the National Register of Historic Places.

The affected historic resources include the L'Enfant Plan and the Smithsonian Castle. The Forrestal Building, built between 1961 and 1969, was raised on pilotis (piers) to improve circulation for office buildings planned for both sides of the 10th Street Mall and to preserve the vista from the Smithsonian Castle south along the 10th Street Mall as well as views north to the Castle from 10th Street. The Castle is framed in the vista provided by the building's raised mass from close-in locations along 10th Street. 10th Street, SW is a contributing element of the L'Enfant Plan, as is Independence Avenue, SW.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal on April 13, 2005. The Committee forwarded the proposal initially to the Commission with the statement that the project had not been coordinated with most of the agencies present. The General Services Administration (GSA) indicated in subsequent telecommunication with the Committee Secretary, in late April 2005, that GSA had resolved its concern and wished to indicate full coordination had been achieved with its staff.

The participating agencies at the April meeting were: NCPC; the District of Columbia Office of Planning; the District Department of Transportation; the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

Commission of Fine Arts

CFA did not approve any aspect of the submission when it reviewed it at its April 21, 2005 meeting. The chairman stated that CFA's purview is design, and that the building's design never successfully maintained the vista along 10th Street, SW and that the center section of the building should be removed and the axial view (harmed when the building was constructed) restored. Commissioners noted that they have been presented with the unusual opportunity to use the subject of defensive architecture to improve an unfortunate problem. Commissioners also noted that the proposed design would make the building look fearful, like a bunker, and that removing the center section and restoring an open street is the correct solution to the building's security problem.

District Department of Transportation/Federal Highway Administration

DOE initially met with District Department of Transportation (DDOT) and the Federal Highway Administration (FHA) in December 2004 to review the Forrestal Complex concepts for security enhancements.