

STAFF RECOMMENDATION

E. Keller

NCPC File No. 6669



UNITED STATES INSTITUTE OF PEACE
NEW HEADQUARTERS AND PUBLIC EDUCATION CENTER
23rd Street and Constitution Avenue, NW
Washington, D.C.

Submitted by the U.S. Institute of Peace

May 31, 2007

Abstract

The United States Institute of Peace (USIP), acting through its Endowment, has submitted final site and building plans for a new headquarters structure at the corner of 23rd Street and Constitution Avenue, NW. The USIP final design contains offices for program and administrative staff and research fellows, a research library and archives, a state-of-the-art conference center that includes classrooms and training rooms, and an interactive education center that is open to the public.

Commission Action Requested by Applicant

Approval of final site and building plans pursuant to 40 U.S.C. § 8722(b)(1) and (d).

Executive Director's Recommendation

The Commission:

Approves the final site and building plans for the U.S. Institute of Peace Headquarters and Public Education Center, as shown on NCPC Map File No. 1.33 (38.00)-42232.

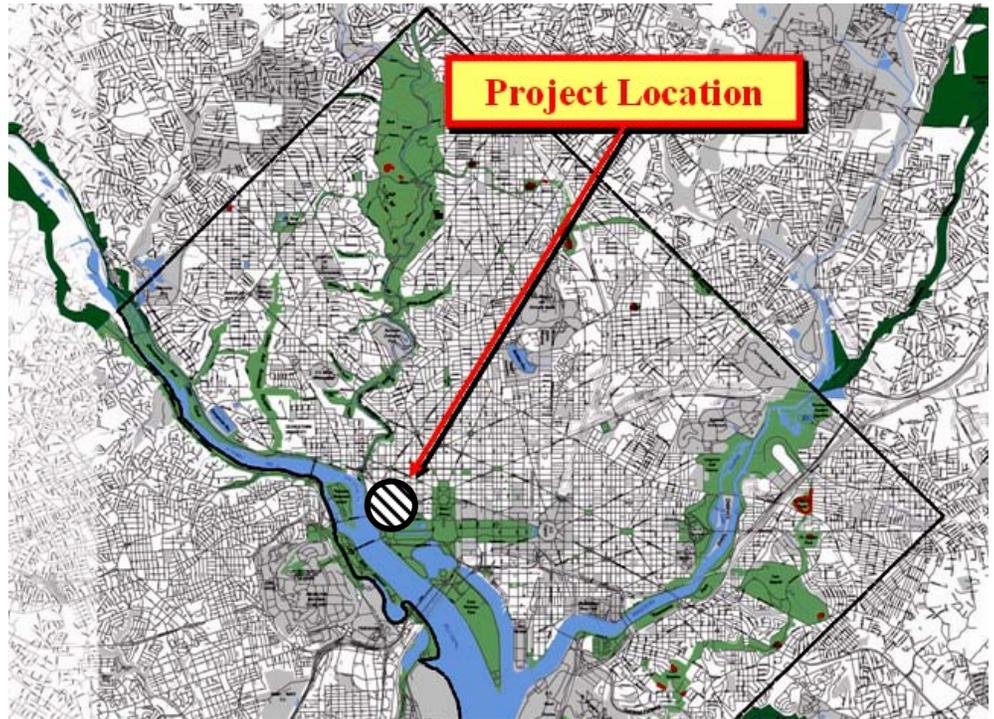
Reminds the Institute of the requirement to provide a copy of the building manual to the Commission, with content specifying final luminance limits for the building to serve as the NCPC record of final project illumination, as established by the Section 106 process Memorandum of Agreement.

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PROJECT DESCRIPTION

Site

The submitted site and building plans involve the southeastern portion of the old Naval Observatory property at 23rd Street NW, now called the Potomac Annex. The site area is approximately 2.0 acres of sloping vehicle parking area that currently serves the Navy property along with the Department of State. The U.S. Institute of Peace (USIP) has been authorized by Congress to acquire the property as a direct transfer of the land from the Navy, once all required federal review approvals are obtained.



REGIONAL PROJECT LOCATION

Background

Public Law 104-201, Subtitle C Section 2831, dated September 23, 1996, authorizes the Department of the Navy to transfer land to the USIP for the purpose of establishing a new headquarters building in Washington, DC. The USIP is an independent, nonpartisan, national institution established and funded by Congress.

At the Commission's June 2006 meeting, the Commission commented favorably on the concept site and building plans for the U.S. Institute of Peace Headquarters and Public Education Center, as shown on NCPC Map File No. 1.33(38.00)-42034.

Additionally, the Commission requested that the U.S. Institute of Peace, in its preliminary site and building plan submission, examine the following:

- The establishment of project site work limits and the extent and nature of the western garden site development and full project grading plan.



AERIAL VIEW OF PROJECT SITE LOCATION

- The provision for a public space streetscape setback at its site, adjacent to any future revised bridge ramp, west of the Institute's planned location. A pedestrian and bikeway connection was to be clearly established and marked out at the west and south portions of the site.
- That added text information and visual depiction of the building's nighttime appearance and site lighting was to be submitted to indicate the intent and character of the project light enhancement pertaining to its potential effect to the visual environment.

At the Commission's meeting of November 2006, the Commission:

- Approved the preliminary site and building plans for the United States Institute of Peace Headquarters and Public Education Center, as shown on the NCPC Map File No. 1.33(38.00)-42126.
- Stated that the Institute's new headquarters will be a significant building that nevertheless must defer to the Lincoln Memorial in its lighting treatment and luminance level, which will be determined onsite during construction in collaboration with the Executive Director,

National Park Service, Commission of Fine Arts, and the District of Columbia State Historic Preservation Office in a process to be defined in a Section 106 Memorandum of Agreement.

- Required the United States Institute of Peace, in the submission of its final project design, to accomplish the following:
 - Complete site grading plans indicating, with grading contours, all ground elevations within the site and adjacent to the new building.
 - Complete building design and fenestration details of the parking attendant booth at the USIP parking garage drive, including all gate apparatus, flagpoles and equipment.
 - Submit samples of all final project colors and materials for the building and site.
 - A complete labeled and detailed site landscape planting plan. The plan shall include a planting design that establishes a vegetation buffer or screen at the west and southwest areas adjacent to the exterior building loading dock, as a component of the project Phase 1 construction. This planting must effectively screen this area with evergreen trees for all-season visual screening.
 - A completed Transportation Management Plan addressing traffic management for conference and event traffic at the USIP at relevant times within an anticipated year-long USIP activities schedule. This analysis should evaluate both daytime and nighttime events and identify traffic management strategies that will be the full responsibility of the USIP. The Plan must indicate how traffic control signals are coordinated with the project vehicle entrance drive.
 - A proposed schedule for onsite testing and review of project lighting luminance limits for the NCPC Executive Director during the construction period of the project, and a draft copy of the section of the building manual specifying the general format and content of the luminance limits for the project that will ultimately be provided to NCPC for record purposes.
 - A fully completed and signed Memorandum of Agreement under Section 106 of the National Historic Preservation Act to be provided with the submission.

The USIP, in the development of the final submission, responded to Commission's issues directly and provides the necessary details to address the issues cited. The USIP information notes:

- The submission of final and complete site grading and landscape planting plans with all site grading contours indicated.
- The removal, from the final project design, of retractable driveway bollards and a parking attendant booth. Driveway vertical swing gates and card reading equipment are provided in the final design submission.
- The siting of only two flagpoles in the final design located at the southeast corner of the building.

- The submission of final building and site design material finish samples.
- A completed site landscape planting plan at the loading dock area, which is screened by an increased-height retaining wall and, in conjunction with the planting design, obscures the west building side loading dock at all times.
- A completed Transportation Management Plan addressing traffic management for conference and event traffic at the USIP along with the introduction of a traffic signal to be paid for by the Institute at the project's driveway. The development of the signal will be coordinated with the District of Columbia Department of Transportation and will be synchronized with nearby traffic signals on 23rd Street, NW.
- The incorporation of a process and timing for review of the USIP building lighting luminance limits within the completed National Historic Preservation Act (NHPA), Section 106 Memorandum of Agreement. An evaluation of the appropriate lighting level will be determined by the NCPC Executive Director in collaboration with the DC SHPO, the National Park Service, and the Secretary of the Commission of Fine Arts on site considering various view points.
- Delivery to the Commission of a final NHPA, Section 106, Memorandum of Agreement (MOA) that has been completed by USIP, with NCPC as a signatory. Visual impacts are addressed by the MOA, especially to important historic views and affects to historical and cultural components of the environment regarding exterior lighting. The MOA specifies measures for, and timing of, the review for final lighting levels of the new building. The agreement clearly denotes the goal of adhered deference to exterior lighting of the Lincoln Memorial.

Proposal

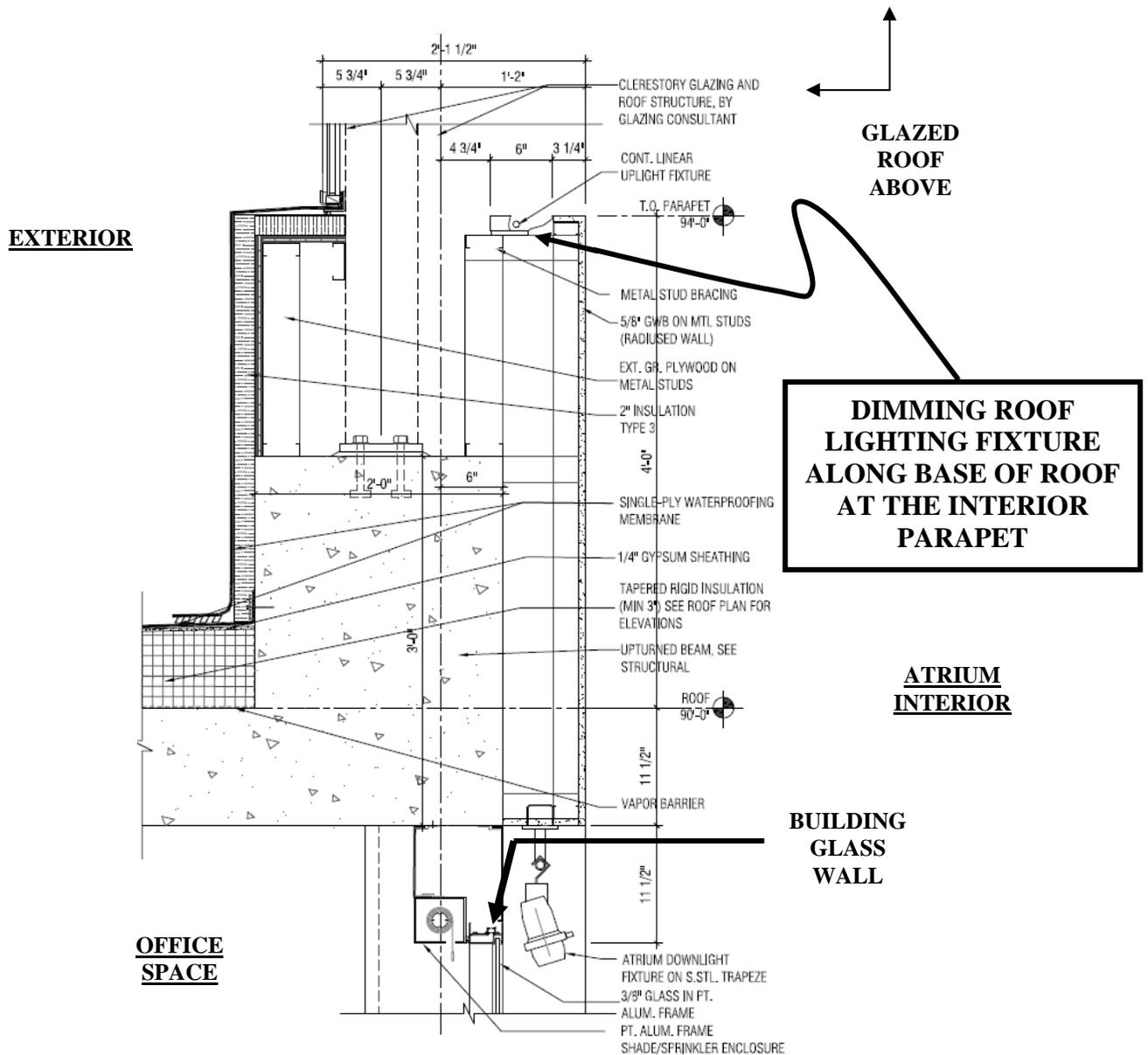
The final submission of the USIP Headquarters and Public Education Center demonstrates completion of construction documents for a six-level structure, with its parapet at 67'-4" above its lowest building entrance floor level facing Constitution Avenue. The finished site grading varies from elevation 26'-8" to 40'-4" around the perimeter of the building. Total building height to the highest roof point is approximately 91'-4" from its lowest building entrance near Constitution Avenue. The structure's height is lower than the 111'-4" of total vertical height exhibited by the Lincoln Memorial.

The building, comprising 250,000 gross square feet of space (including garage), is clad in acid-etched precast concrete with a limestone-like appearance, and contains building spaces that are roofed by a series of undulating spherical and toroidal segments constructed of a white steel frame with 4 ft. x 4 ft. white translucent glass panels. Certain portions of the roof also exhibit flat surface built-up roof areas with water proofing over protection board supported by rigid insulation. A battered panel precast concrete base is featured on the building as it meets the ground. Energy-efficient glass walls are featured at the atria of the building.

The translucent roof and sidewall insulated glass of the building have been issues of concern to the Commission. The USIP has carefully reviewed the transparency and lighting effects from the proposed design during the final design stage and has submitted visual simulations of nighttime lighting effects from the project at various locations agreed upon by the NHPA, Section 106 review, and other interested stakeholders. That information is provided as a separate

booklet to this report, so that accurate color rendition of the views can be provided to the Commission.

Illumination of the USIP headquarters will be limited to interior lighting that filters through a diffusing roof. The amount of light illuminating the underside of the roof will be adjusted to remain at a lower lighting effect, in comparison to the Lincoln Memorial. The portion of the roof over interior space will be illuminated by linear fluorescent fixtures concealed at the top of the atria walls. These fixtures will have digital addressable dimming ballasts allowing the output of each fixture to be independently set relative to the others. The lighting control system will then allow this tuned lighting profile to be adjusted by continuous dimming. See the building section diagram below for the location of the atria lighting.

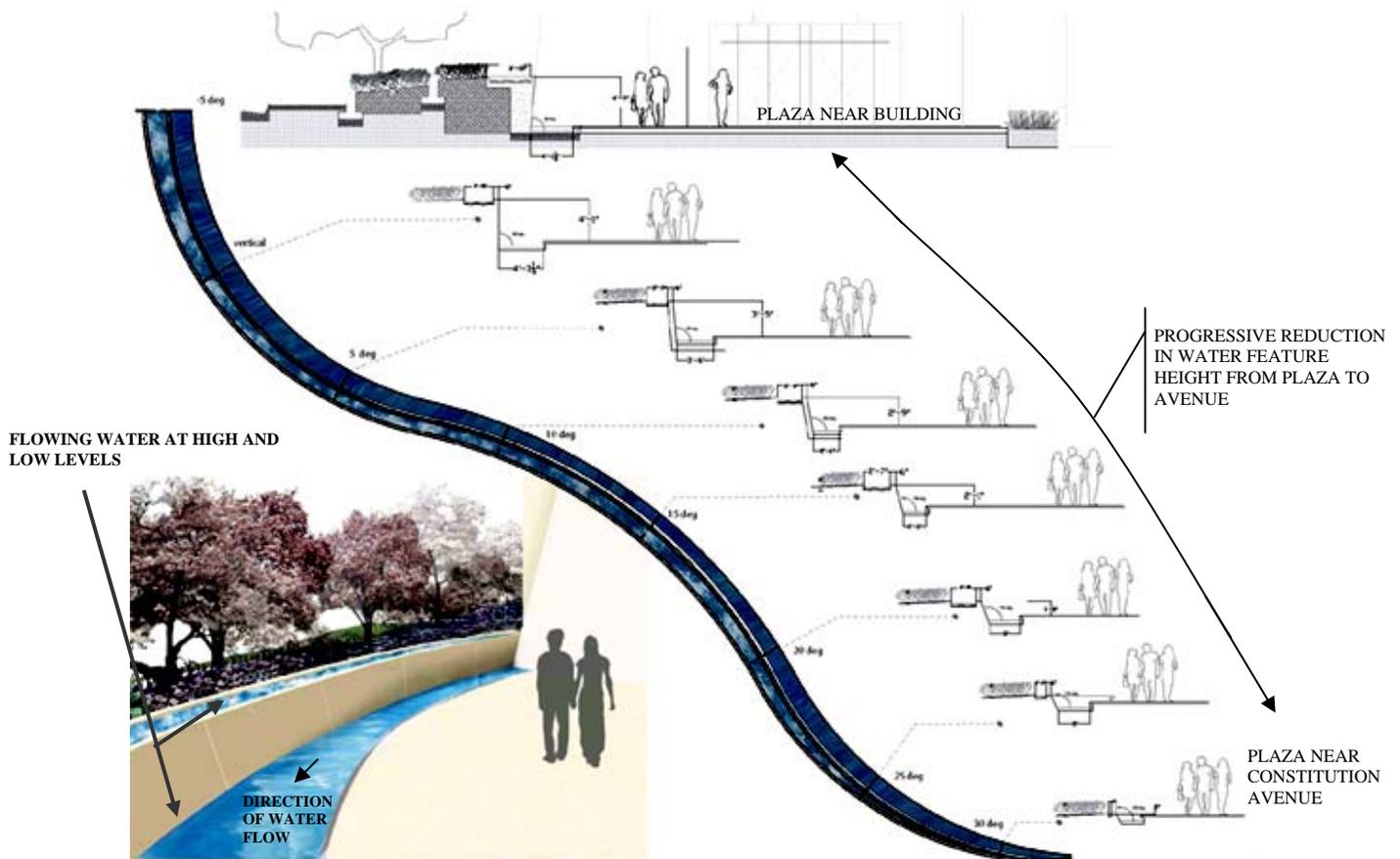


ATRIUM WALL SECTION AT PARAPET AND JUNCTURE WITH ROOF STRUCTURE, INDICATING LOCATION AND NATURE OF ROOF LIGHTING

The portions of the roof that extend out over exterior space will be illuminated by narrow-beam metal halide fixtures mounted on the ground. This type of fixture cannot be electrically dimmed. If adjustment of the output of these fixtures is necessary, it will be achieved by switching off individual fixtures or by installing mechanical light reduction devices into the fixtures.

All USIP building areas will be adjusted and their controlled luminance will be measured with a luminance meter having a one (1) degree acceptance angle, such as the Minolta LS-100. The vantage points for consideration with regard to the measured lighting levels are identified within the Section 106 MOA (see attachment at page 16). A written record to the Commission of the final selected levels and their measurements will be provided by USIP.

The final submitted design augments information and details on the building's site landscape design with full depiction of the public entry plaza, site grading adjacent to the structure's perimeter, and additional documentation on the public entrance water feature at the south side of the plaza. Pedestrian paving finishes on the plaza and port cochere are identified to be precast concrete beige pavers, along with beige precast concrete retaining walls at the plaza, and a cast-in-place concrete plaza bench. At 23rd Street, the large stair treads also will feature a light beige granite tread. The water feature at the Public Education Center entrance, at the south façade, is a variable height perimeter water trough with two fast flowing rivulets of water that move from the building entrance southeast and downward to the plaza entrance at Constitution Avenue and 23rd Street. Refer to the section details of the water feature below.

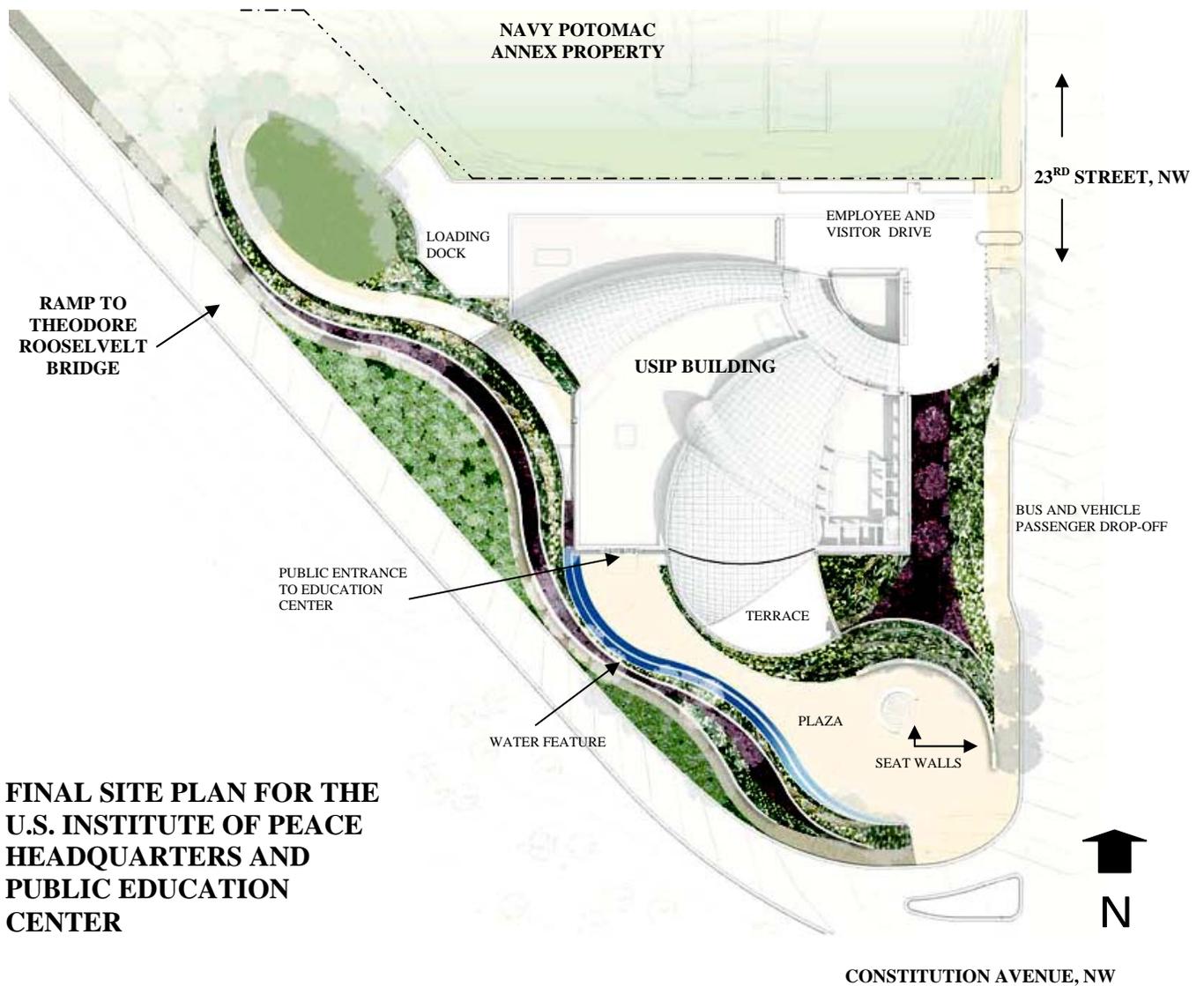


WATER FEATURE PERSEPECTIVE VIEW, AND IN SECTION ELEVATIONS, ALONG SOUTH WEST PERIMETER OF PLAZA NEAR CONSTITUTION AVENUE

PROJECT ANALYSIS

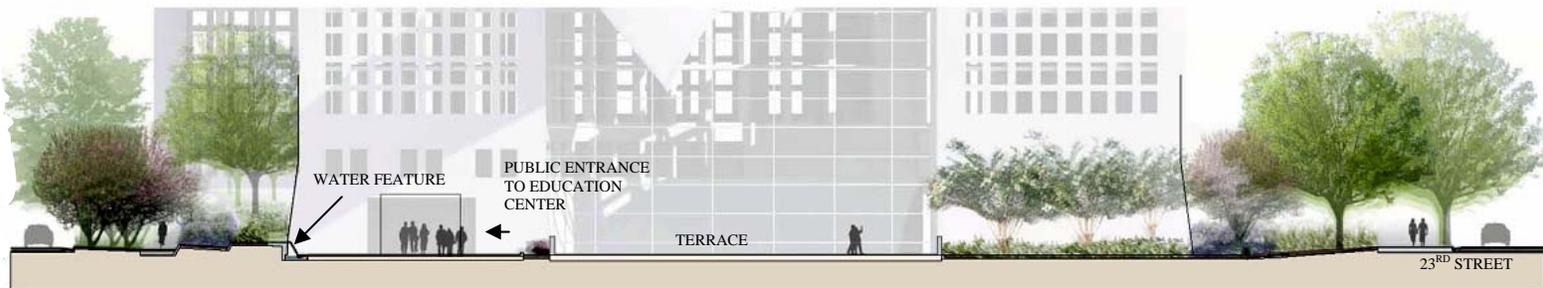
The staff recommends **approval of the final site and building plans by the Commission.** The design is intended to establish the headquarters as a symbolic structure on the capital's streetscape. The use of the site at the corner of 23rd Street and Constitution Avenue anchors the corner area with a design that gives a defined presence and form to both the site and the public space area of the corner, and thus provides an added gateway presence to Constitution Avenue, NW.

The project's final site and landscape design demonstrates a coordinated, well textured, and sophisticated landscape palette that exhibits color and varied forms of plant material. A substantial amount of the landscape will contain flowering shrubs and perennials. The colors are ranges of dark and light evoking a contrast and rhythm of tranquility, framed by the strong vertical presence of larger trees at the site perimeter adjacent to the street and matching the street trees of Constitution and 23rd Street. White flowers will mix with dark lavenders and soft blue, with accents of sliver foliage to emphasize lightness to harmonize with the light color massing of the main building.

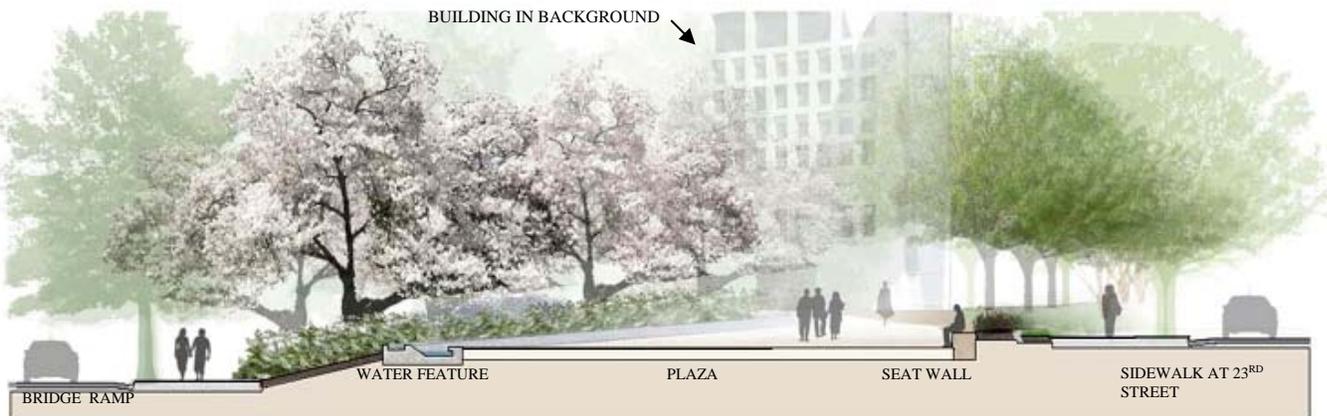




SIMULATED AERIAL VIEW OF FINAL USIP BUILDING AND PLAZA DESIGN

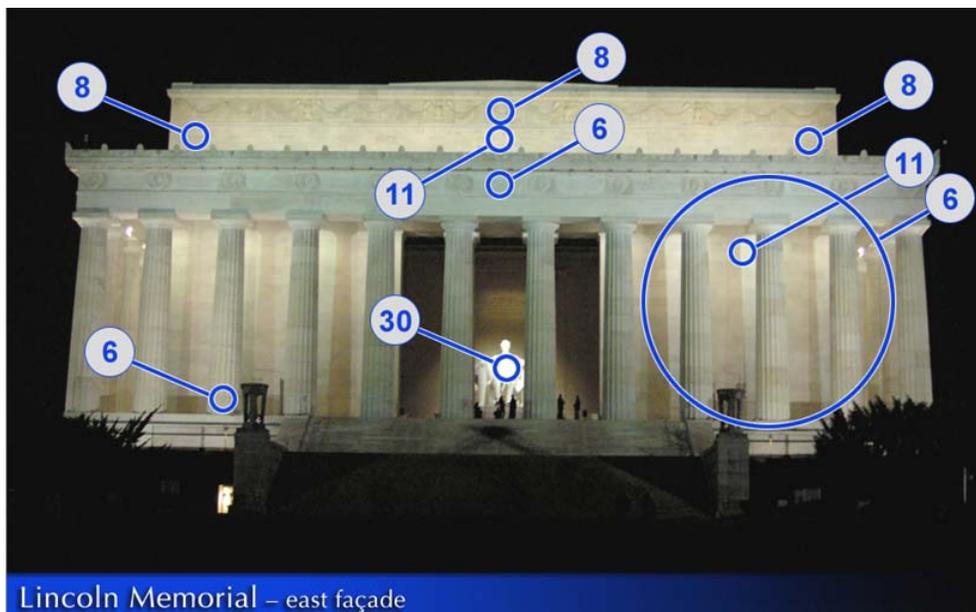


**CROSS SECTION OF SOUTH PORTION OF SITE WITH PLAZA DESIGN,
WATER FEATURE, AND 23RD STREET STREETScape**



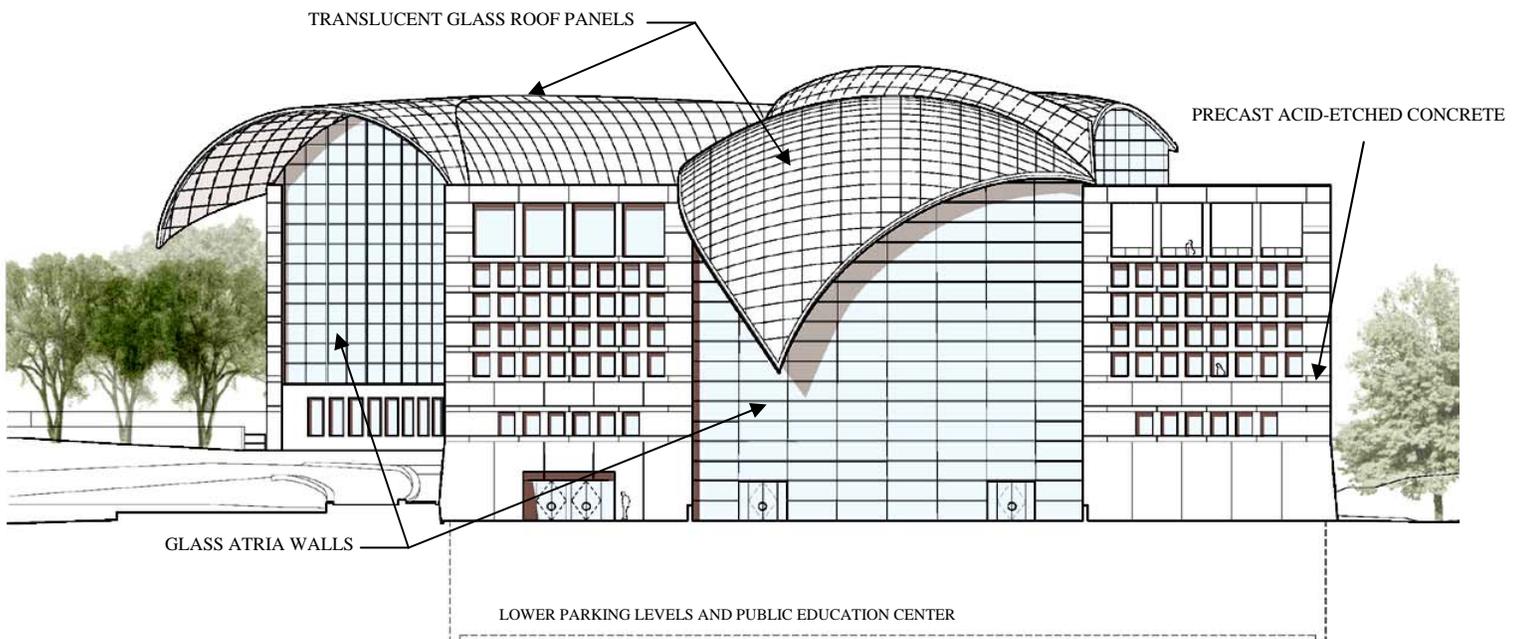
CROSS SECTION OF SITE WITH PLAZA DESIGN, WATER FEATURE, AND SEAT WALLS—WITH SIDEWALKS AT BRIDGE RAMP AND 23RD STREET

To quantify the brightness of the monuments in the vicinity and to analyze the planned lighting of the new USIP building, the applicant measured the luminance of nearby memorials, and other prominent buildings in February 2006 and in further review in early 2007. Luminance is a measure of light intensity of a surface in a given direction. The unit of measure is candela per square meter. The Lincoln Memorial is the most significant monument for comparison of light effects because of its proximity and ability to be viewed simultaneously with the USIP building. The brightest areas of the Lincoln Memorial facades were measured at approximately 11 candela per square meter by the USIP design team. The USIP, in completion of its NHPA Section 106 Memorandum of Agreement, acknowledges and agrees that the goal of the building lighting will adhere to a level that demonstrates deference to exterior lighting of the Lincoln Memorial.



LUMINANCE LEVELS OF THE LINCOLN MEMORIAL

The USIP building form will be highlighted by controlled building light carefully balanced to not overwhelm the Constitution Avenue corridor and will defer to the Lincoln Memorial with a reduced level of luminance that will not compete with the Memorial, as agreed upon by the USIP. This luminance limit will be jointly established by the NCPC Executive Director in consultation and coordination with the Secretary of the Commission of Fine Arts, the National Park Service, and the District of Columbia Historic Preservation Officer. Once this reviewed luminance limit is observed and established, that limit will be the maximum allowable lighting to be provided to the USIP building roof area, and will be documented in writing and included in the operations and maintenance manual for the building. A copy of that section of the building manual is to be provided to NCPC for record purposes.



SOUTH BUILDING ELEVATION INDICATING FINAL 4 Ft. X 4 Ft. GLASS ROOF PANELS AND LOW-E GLASS ATRIA WALLS WITH ADJACENT SOLID PRECAST CONCRETE WALLS.

CONFORMANCE

Comprehensive Plan for the National Capital: Federal Elements

The missions of federal agencies are constantly changing as new laws, policies, and regulations are developed. To meet new agency mission requirements, office suites, meeting spaces, laboratories, and research centers need to be renovated or newly built.

In 1968, a policy adopted as part of the Federal Elements of the Comprehensive Plan stated that 60 percent of the region's federal employees should work in the District of Columbia and 40 percent should be located elsewhere in the region. This policy remains today. It should be considered in conjunction with the knowledge that federal activities provide opportunities for

local jurisdictions to gain from taxes on the wages and salaries of federal employees, and generate property, sales, and income taxes from the private sector activities that often occur because of the federal presence. Therefore, federal workplaces that interact with each other, the private sector, and the public should be located in places that facilitate interactions. Federal workplaces with related activities will benefit from being located near each other, where interactions can occur more easily. For example, agency headquarters that work with the offices of the White House and Congress benefit from locations in the city of Washington. In conformance with those policy objectives, the project demonstrates adherence to the Comprehensive Plan objectives and goals of:

When locating federal workplaces within the Central Employment Area and the Capitol Complex*, and surrounding areas**, the federal government should:

- Maintain the planned form and framework of the monumental core established through precedent and in the *Legacy Plan*.
- Reserve the most prominent development sites, particularly those with important symbolic visual connections to the U.S. Capitol and other landmarks in the downtown area of the District of Columbia, for federal workplaces that contain the most important functions of the federal workforce.
- Maintain and reinforce the preeminence of the monumental core by supporting the implementation of the other planning initiatives within the *Legacy Plan*, including transportation, infrastructure, and other development projects.

(Locating Federal Workplaces Policies, page 39)

Staff has determined that the project would not have an adverse effect on other federal facilities and is consistent with the Federal Elements of the Comprehensive Plan.

National Environmental Policy Act

In compliance with its Environmental and Historic Preservation Policies and Procedures, the National Capital Planning Commission (NCPC) and the Institute prepared an Environmental Assessment (EA) for the establishment of the Institute's proposed permanent headquarters facility. The EA was issued in June 2006 with a public comment period that closed at the end of that month.

The EA and comments from the public and other federal agencies on that document comprise the EA analysis information available to the Commission staff for review and compliance with the requirements of the National Environmental Policy Act (NEPA) and the Commission's implementing Environmental and Historic Preservation Policies and Procedures that apply toward the federal approval of the preliminary site and building plans. NCPC staff has independently reviewed the EA, and the impacts assessed therein, and confirms the analysis presented by the EA.

* The Central Employment Area and Capitol Complex are defined on pages 42 and 46 of the Comprehensive Plan.

** In development areas identified by the local land use plans for this use.

As a delegated authority from the Commission, the Executive Director issued a Finding of No Significant Impact on October 20, 2006.

NCPC staff, in its independent review of the EA found few potential environmental impacts. Those that exist were minimal and are addressed by design modifications and through best management practices that are implemented in the final design submission. Visual impacts, especially to views protected as historic views and affects to historical and cultural components of the environment regarding exterior lighting and building lighting are addressed by a National Historic Preservation Act, Section 106 Memorandum of Agreement that is now completed.

National Historic Preservation Act

The USIP has completed the Section 106 consultation for this undertaking (see attachment). The Section 106 review considered the effect of the proposed headquarters on historic properties in the Area of Potential Effect, particularly on the visual effects of the building—day and night—on historic buildings and parks. A gateway to the monumental core, the site is visible from the Roosevelt Bridge and from Memorial Bridge. The building will be seen in the contexts of: the historic Plan of Washington (L’Enfant and McMillan Plans); the Lincoln Memorial and West Potomac Park; the row of Beaux Arts-style institutional buildings facing Constitution Avenue; the Navy’s Potomac Annex, which includes the National Historic Landmark Old Naval Observatory; and the Northwest Rectangle complex of federal buildings, including the State Department.

In achieving the development of a Section 106 Memorandum of Agreement (MOA), with the Commission as a signatory to that document, the Institute held three consultation meetings, during which the proposed building was reviewed through the use of visual simulations and computer modeling of expected luminance levels. The measured brightness of nearby memorials and buildings was compared to the predicted brightness of the proposed building. Further study of additional viewpoints, and in the selection of final views which will be reviewed once lighting of the building is implemented during construction, the consulting parties found that the brightness of the proposed building should not exceed that of nearby memorials or buildings. This goal is implemented by the signed MOA as exhibited by a copy attached to this report.

Final MOA completion also considered the height and setback of the proposed building compared with the buildings facing Constitution Avenue. Views from the Lincoln Memorial to the Old Naval Observatory were determined by USIP to be unobstructed.

The property has been graded or sufficiently disturbed by various 20th century development actions. There are no previously recorded archaeological sites at the Potomac Annex or nearby land parcels north of Constitution Avenue. It is expected that below-ground, physical remains of any former facilities on site could include utility trenches, landscaping deposits, and generalized refuse but these would be too modern to warrant consideration as significant archaeological resources. Although it is possible that prehistoric deposits could be present at the site, the extensive disturbance from urban development has likely reduced their integrity. The project site is considered to be of low or no archaeological significance because of the extensive disturbance and the lack of archival information that would suggest the presence of major archaeological resources.

The final MOA was commented upon by the consulting parties of the consultation process and revised with some details on additional views that will be considered in the final lighting onsite review. All final aspects of the agreed upon process for review of the final luminance levels of the proposed new building are specified by the MOA (see attachment).

The participants in the completion of the Section 106 review and the resulting MOA include the D.C. State Historic Preservation Office, the Advisory Council on Historic Preservation, NCPC, the National Park Service, the D.C. Office of Planning, the Commission of Fine Arts, Advisory Neighborhood Commission 2A05, the Department of the Navy, the American Pharmacists Association, the National Academy of Sciences, the Federal Reserve, the Department of State, the Kennedy Center, the Architect of the Capitol, the National Coalition to Save our Mall, the Committee of 100 on the Federal City, the D.C. Preservation League, and the National Trust for Historic Preservation.

Development Program

Applicant: U.S. Institute of Peace

Estimated Cost: Total prospect costs to design, construct, equip, and furnish the facility are still under study. Funding is organized as a public-private partnership. The U.S. Congress appropriated \$99.2 million for the headquarters building in the FY 2005 Consolidated Appropriations bill. Slightly more than \$14.4 million has been raised to date from private and other sources.

Architect: Moshe Safdie and Associates of Somerville, Massachusetts, is the design architect.

Completion Date: Late 2009 or early 2010

Federal Capital Improvements Program

The applicant's submitted project is identified in the Commission's FCIP report, fiscal years 2007-2012. Funding is organized as a public-private partnership. The U.S. Congress appropriated \$99.2 million for the headquarters building in the FY 2005 Consolidated Appropriations bill.

COORDINATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its May 10, 2006 meeting, and forwarded the proposal to the Commission with the statement that the submission has been coordinated with all participating agencies. The participating agencies were NCPC; the District of Columbia Office of Planning; the District Department of Transportation; the Department of Housing and Community Development; the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

Commission of Fine Arts

In February 2007 the applicant submitted to the Commission of Fine Arts the project's site design to provide additional perimeter buffer area at Constitution Avenue and their modification of the west landscape garden area. The Commission members expressed appreciation for the lyrical quality of the design and approved the general design while suggesting refinement of how the landscape relates to the building architecture and adjacent urban form. The Commission members also suggested that the landscape to the east along 23rd Street could relate more directly to the orthogonal order of the city. In regard to the entry plaza, the Commission suggested further emphasis on the water feature and commented on the importance of providing sufficient shade in the plaza. All these modifications are provided within the final NCPC submission.

The Commission of Fine Arts reviewed the final project plans at its May 17, 2007 meeting and thoroughly discussed the nature of the 4-foot square glass roof panels, which comprise the curved roof as described by the architect. The Commission commented that they appreciated the complexity of the building's roof, and after conferring with the architect about water collection and ice/snow guards, believed as a whole the roof was well detailed, and that the roof's lattice framing would not be prevalent, except perhaps at night. A motion for final project approval was accepted by the Chairman, and the Commission unanimously approved the final USIP project design.



SOUTH INTERIOR VIEW FROM THE MAIN CENTRAL ATRIUM AT BUILDING FLOOR LEVEL 3

ATTACHMENT

**MEMORANDUM OF AGREEMENT
AMONG
THE UNITED STATES INSTITUTE OF PEACE,
THE NATIONAL CAPITAL PLANNING COMMISSION, AND
THE DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICER,
REGARDING
THE UNITED STATES INSTITUTE OF PEACE HEADQUARTERS
WASHINGTON, DC
SUBMITTED TO THE ADVISORY COUNCIL ON HISTORIC PRESERVATION
PURSUANT TO 36 CFR § 800.6(a)**

WHEREAS the United States Institute of Peace (USIP) proposes to establish its new headquarters building on a site near the intersection of Constitution Avenue and 23rd Street, NW in Washington, DC; and

WHEREAS the selected site for the new headquarters was authorized by Congress and comprises approximately two acres of land bordered by the Navy's Potomac Annex to the north and three main roadways, Constitution Avenue, 23rd Street, and the on-ramp for Interstate 66; and

WHEREAS the USIP has consulted with the District of Columbia State Historic Preservation Officer (DC SHPO) pursuant to 36 CFR Part 800, regulations implementing Section 106 of the National Historic Preservation Act (16 U.S.C. 470f); and

WHEREAS the USIP, in consultation with the DC SHPO, has delineated the proposed headquarters' area of potential effects, as the term defined in 36 CFR 800.16(d), to be the area within two blocks north of the site south to the Lincoln Memorial, and from 17th Street, NW to the west bank of the Potomac River; and

WHEREAS the USIP, in consultation with the DC SHPO, has found that the area of potential effects includes the following properties: the Northwest Rectangle Historic District, the United States Public Health Service (Interior South), and the War Department building in the State Department Complex, each determined eligible for listing in the National Register of Historic Places; the Old Naval Observatory, the Lincoln Memorial, the West Potomac Park Historic District, the American Pharmacists Association, and the National Academy of Sciences, all listed in the National Register of Historic Places; and the Federal Reserve Board (listed in the DC Inventory); and

WHEREAS this building is being constructed in the vicinity of the Lincoln Memorial, West Potomac Park, and Constitution Avenue and that these are significant properties; and

WHEREAS the USIP, in consultation with the DC SHPO, has determined pursuant to 36 CFR 800.5(a) that the proposed USIP headquarters has the potential to have an effect on the setting and context of the Lincoln Memorial; and

WHEREAS, the DC SHPO, the National Capital Planning Commission (NCPC), the Commission of Fine Arts (CFA), the National Park Service (NPS), the US Navy, the American Pharmacists Association, the DC Preservation League, the Committee of 100, and

members of the public were given an opportunity to participate in the review of the undertaking through consultation meetings held on December 14, 2005 and March 7, 2006; and

WHEREAS NCPC is responsible for compliance under the National Environmental Policy Act (NEPA) and the National Historic Preservation Act (NHPA) and is therefore a signatory to this memorandum of agreement; and

WHEREAS USIP has taken the effects of the undertaking on historic properties into account;

THEREFORE, the USIP, the NCPC, NPS, and the DC SHPO agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the potential effects of the undertaking on the historic properties.

STIPULATIONS

USIP shall ensure the following measures are carried out:

- I. **National Mall Viewshed:** The visual impact of the proposed USIP headquarters will be minimized through a combination of building siting, massing, and new tree plantings, especially views of the proposed building from the National Mall and views to and from the Lincoln Memorial within the National Mall. The overall elevation of the Institute will be lower than the Lincoln Memorial, as documented in the United States Institute of Peace Proposed Headquarters Environmental Assessment, May 2006.
- II. **Design Context:** The USIP headquarters will respect the established building lines along Constitution Avenue and 23rd Street. The headquarters will be consistent in elevation and massing among the existing development of this area of Washington, DC.
- III. **Building and Site Design:** The USIP will seek design approval for the USIP headquarters from the Commission of Fine Arts and the National Capital Planning Commission.
- IV. **Illumination:** Illumination of the USIP headquarters will be limited to interior lighting that filters through a diffusing glass roof. No general illumination of the building walls will occur. Where portions of the roof project out over exterior space, narrow-beam metal halide fixtures will be mounted on the ground to light the underside of the roof. Lighting of the roof will be variable after the building construction is complete and for the duration of the building's lifetime. Operation and control of the headquarters lighting system will be consistent with the guidelines contained in Attachment A: Proposed Headquarters Roof Illumination and Brightness, Illumination Methodology and Monitoring.
- V. **Measurement of Illumination:** Luminance of the USIP headquarters roof will be measured with a luminance meter having a 1 degree acceptance angle, such as the Minolta LS-100. Measurements will be made at the selected vantage points identified in this MOA and in Attachment B: Site Location, Context, and Vantage Points Map.
- VI. **Specified Vantage Points:** The vantage points from which the USIP headquarters will be evaluated include: (1) the southeast corner of Constitution Avenue and 23rd Street, (2) the

Vietnam Veterans Memorial, (3) approximately 450 feet from the east end of the Roosevelt Bridge, (4) approximately 400 feet from the east end of the Memorial Bridge, (5) the George Washington Memorial Parkway at Lady Bird Johnson Park, and (6) the base of the steps of the Lincoln Memorial. These points will be recorded with GPS coordinates after completion of the initial evaluation.

- VII. Evaluation and Field Monitoring: During construction of the building, monitoring of illumination levels and confirmation of agreement with this MOA will be conducted by a lighting professional, together with the NCPC, the DC SHPO, the NPS, and CFA, if they choose to participate, to ensure concurrence with the MOA and agreement with regard to the suitability of the lighting of the new building. The lighting professional will be certified by the National Council on Qualifications for Lighting Professions (NCQLP), and a member of the International Association of Lighting Designers (IALD). The lighting will be adjusted by USIP as necessary. It is understood by all parties that the Lincoln Memorial is dominant at this end of the Mall and that the lighting of the new USIP Building must defer to the Lincoln Memorial. The evaluation of appropriate lighting levels relative to the Lincoln Memorial, as measured in maximum luminance limits, will be made by the NCPC Executive Director, in consultation with the DC SHPO, the NPS, and the Secretary of the CFA. A record of this evaluation and field monitoring session will be submitted to the NCPC, the DC SHPO, the NPS, and the CFA. Subsequent to the completion of construction, the luminance of the building will be re-evaluated as provided above and in Attachment A on a periodic basis upon request by the NPS or USIP.
- VIII. Recordation: Documentation related to the execution of this MOA will be filed with the NCPC, the DC SHPO, the NPS, and the CFA. The USIP will complete documentation within thirty (30) days of the completion of construction of the USIP headquarters.
- IX. Reporting: All activities carried out pursuant to this Memorandum of Agreement will be reported to the NCPC, the DC SHPO, the NPS, and the CFA.
- X. Dispute Resolution: Should the DC SHPO object to any action carried out or proposed by the USIP with respect to the implementation of this MOA, the USIP shall consult with the DC SHPO to resolve the dispute. Such objection shall be untimely and ineffective if it is not provided to the USIP in writing within 30 days of written notification by the USIP to the DC SHPO of such action. If the USIP determines that the objection cannot be resolved, the USIP shall request the further comments of the Advisory Council on Historic Preservation (the Council) pursuant to 36 CFR § 800.6(b). Any Council comment provided in response to such a request will be taken into account by the USIP in accordance with 36 CFR § 800.6(c)(2) with reference only to the subject of the dispute; the USIP's responsibility to carry out all actions under this agreement that are not the subjects of the dispute will remain unchanged.
- XI. Amendments: Any party to this MOA may propose to the other parties that it be amended, whereupon the parties will consult in accordance with 36 CFR Part 800.6 (c) (7) to consider such amendment.

Execution of this MOA by USIP, the DC SHPO, the NCPC, and the NPS, its distribution to the Council, and implementation of its terms, evidence that the USIP has afforded the Council an opportunity to comment on the United States Institute of Peace headquarters development plan and its effects on historic properties, and that USIP has taken into account the effects of the undertaking on historic properties, and that the USIP has complied with Section 106.

UNITED STATES INSTITUTE OF PEACE

By: Charles Nelson Date: 12/15/06

Charles Nelson

Vice President

NATIONAL CAPITAL PLANNING COMMISSION

By: Patricia E. Gallagher Date: 3.2.07

Patricia E. Gallagher, AICP

Executive Director

NATIONAL PARK SERVICE

By: Joseph Lawler Date: 1/30/07

Joseph Lawler

Regional Director, National Capital Region

DISTRICT OF COLUMBIA STATE HISTORIC PRESERVATION OFFICER

By: David Maloney Date: 2/2/07

David Maloney

Acting State Historic Preservation Officer

**ATTACHMENT A:
Proposed Headquarters Roof Illumination and Brightness
Illumination Methodology and Monitoring**

Background and Purpose

To quantify the relevant brightness of the monuments in Washington, DC, Lam Partners measured the luminance of nearby memorials, and other prominent buildings on February 16th, 2006. Luminance is a measure of light intensity of a surface in a given direction. The unit of measure is candela per square meter. The results of this survey were presented at the NCPC meeting on March 7, 2006. The Lincoln Memorial is the most significant for comparison because of its proximity and ability to be viewed simultaneously with the USIP building. The brightest areas of the Lincoln Memorial facades were measured at approximately 11 cd/m².

Design of the Building and Lighting System

The luminosity of the roof will be created by diffusing light through the translucent roof from below. There will be no exterior building lighting, such as a façade lighting, whose function is to light exterior building surfaces.

The amount of light transmitted through the roof system is dependent on the amount of light illuminating the underside of the roof, and the transmissive and diffusing qualities of the roof system. During the design process the luminance will be estimated with computer modeling, calculations, and testing of the roof materials and roof system mock-ups.

The amount of light illuminating the underside of the roof will be variable during construction, after the building is complete, and for the duration of the building's lifetime. The portion of the roof over interior space will be illuminated by linear fluorescent fixtures concealed at the top of the atria walls. These fixtures will have digital addressable dimming ballasts allowing the output of each fixture to be independently set relative to the others. The lighting control system will then allow this tuned lighting profile to be globally adjusted by continuous dimming. The portions of the roof that project out over exterior space will be illuminated by narrow-beam metal halide fixtures mounted on the ground. This type of fixture cannot be electrically dimmed. If adjustment of the output of these fixtures is necessary, it will be achieved by switching off individual fixtures or by installing mechanical light reduction devices into the fixtures.

Roof Luminance Limits and Controls

Illumination of the USIP headquarters will be limited to interior lighting that filters through a diffusing glass roof, with no exterior lighting whose function is to light exterior building surfaces. The overall illumination of the proposed headquarters will be consistent with existing development nearby. No part of the exterior surface of the roof visible from the specified vantage points will exceed established luminance limits for the USIP headquarters, relative to the Lincoln Memorial. Luminance will be measured with a luminance meter having a 1 degree acceptance

angle, such as the Minolta LS-100. The vantage points for measurement are illustrated on Attachment B: Site Location, Context, and Vantage Points Map, which includes:

- From the southeast corner of Constitution Avenue and 23rd Street.
- Approximately 450 feet from the east end of the Roosevelt Bridge.
- Approximately 400 feet from the east end of the Memorial Bridge
- From the George Washington Memorial Parkway at Lady Bird Johnson Park.
- From the base of the steps of the Lincoln Memorial.
- From the Vietnam Veterans Memorial.

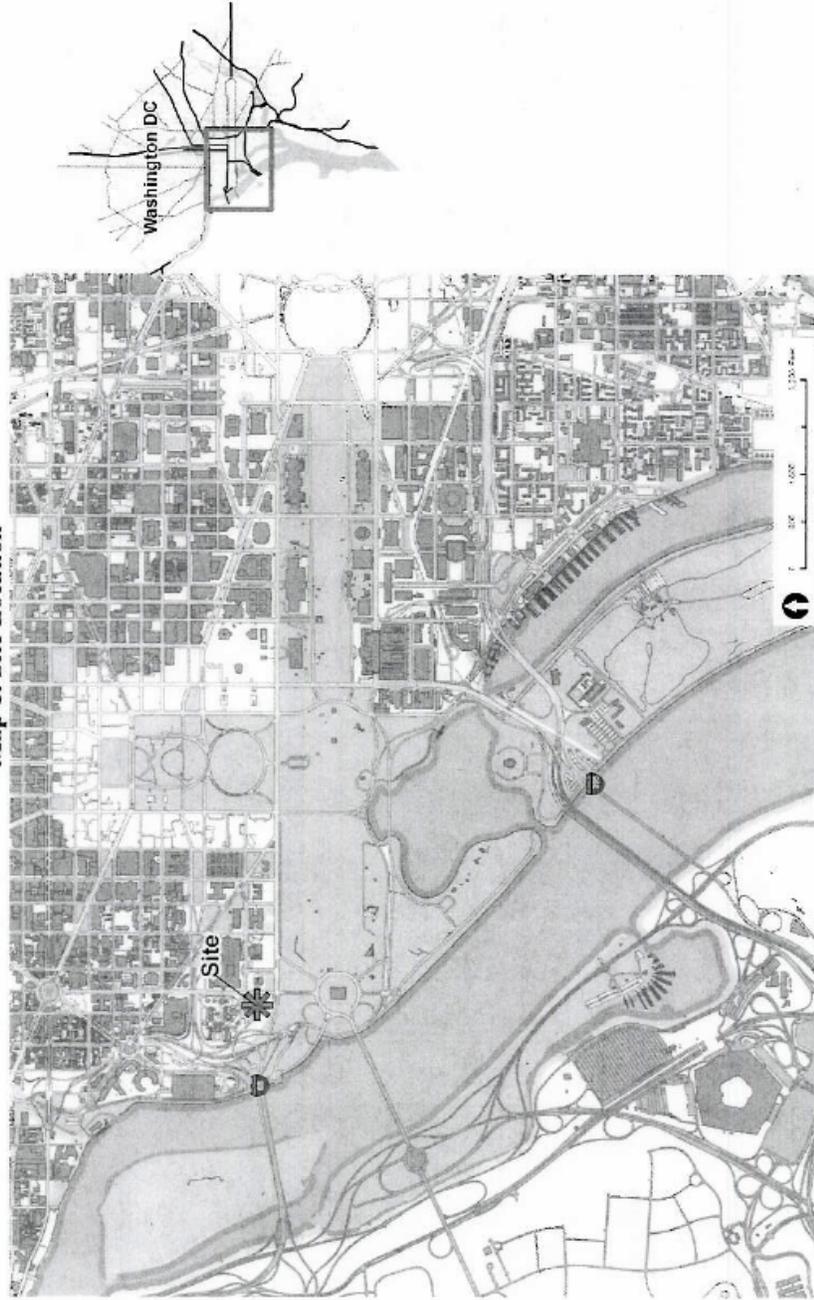
Lighting of the roof will be variable for the duration of the building's lifetime. The lighting will be adjusted by USIP as necessary to ensure that the new building's lighting is deferential in relationship to the Lincoln Memorial. A written record of these measurements will be provided by USIP to the NCPC, the DC SHPO, the NPS, and the CFA.

Illumination measurements made by USIP, together with the Executive Director of the NCPC, the DC SHPO, the NPS, and the Secretary of the CFA will be made once the lighting installation is complete and adjustments have been made to meet the luminance limit.

Any settings of the lighting control system, or description of devices used to achieve these limits will be documented in writing and included in the operations and maintenance manual for the building. This manual will be submitted to NCPC for their record.

ATTACHMENT B: SITE LOCATION MAP AND VANTAGE POINTS MAP

Map 1: Site Location



Map 2: Selected Vantage Points

