



## Executive Director's Recommendation

Commission Meeting: January 4, 2018

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<b>PROJECT</b> <b>South Mall Campus Master Plan</b> National Mall, between 7 <sup>th</sup> Street, SW, Jefferson Drive, SW, 12 <sup>th</sup> Street, SW, and Independence Avenue, SW Washington, DC	<b>NCPC FILE NUMBER</b> 7630
<b>SUBMITTED BY</b> Smithsonian Institution	<b>NCPC MAP FILE NUMBER</b> 1.41(05.00)44050
<b>REVIEW AUTHORITY</b> Approval of Master Plans for use by the Commission per 40 U.S.C. § 8722(a) and (b)(1)	<b>APPLICANT'S REQUEST</b> Approval of comments on concept master plan and draft EIS alternatives
	<b>PROPOSED ACTION</b> Approve comments on concept master plan and draft EIS alternatives
	<b>ACTION ITEM TYPE</b> Staff Presentation

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### PROJECT SUMMARY

The Smithsonian Institution (SI) has submitted concept plans for the South Mall Campus Master Plan for the Commission's review and comment. The purpose of the proposed Master Plan is to guide future short-term and long-term renovation and development of the 17-acre campus that includes the Smithsonian Institution Building (the Castle), the Quadrangle Complex (the Ripley Center, the Arthur M. Sackler Gallery, the National Museum of African Art, and the Enid A. Haupt Garden), the Freer Gallery of Art, the Arts and Industries Building, the Hirshhorn Museum and Sculpture Garden, the Kathrine Dulin Folger Rose Garden and the Mary Livingston Ripley Garden.

SI proposes the Master Plan to meet its long-term space requirements and to address physical and operational deficiencies across the campus that impact visitor use and experience as well as the Smithsonian's ability to effectively and safely implement its programs. This effort is a result of work that began in 2012, at which time SI identified comprehensive goals and priorities for the South Mall Campus.

NCPC is the lead agency under the National Environmental Policy Act (NEPA). To meet its NEPA responsibilities, NCPC along with SI as the project owner, has prepared a Draft Environmental Impact Statement (DEIS). Public comments are sought on the NEPA alternatives and impacts through January 16, 2018. Three action alternatives (B, D, and F) have been analyzed in the DEIS, in addition to the no action alternative. SI, as project owner, has indicated that currently, Alternative F best meets their needs.

The purpose of the concept review is to provide comments on the various alternatives, and SI's currently preferred concept master plan. Commission comments, as well as those received through the DEIS comment period, will help inform the selection of the NEPA preferred alternative, and preparation of the draft master plan. The draft master plan is expected to return to the Commission for review and comment in Spring 2018, at which time the Commission will select a preferred alternative.

## KEY INFORMATION

- The Smithsonian Institution is the world's largest museum, education, and research complex.
- The South Mall Campus is located on the National Mall, generally between Independence Avenue, Jefferson Drive, 12<sup>th</sup> Street and 7<sup>th</sup> Street, SW in Washington, DC.
- The campus includes a collection of world-renowned museums, anchored by the Smithsonian Institution Building, also known as the Castle.
- The proposed master plan will guide the development of the South Mall Campus over the next 20 to 30 years.
- Individual projects within the master plan will be designed and implemented when funding becomes available. The Smithsonian Institution will submit each project to the Commission for review and approval.
- The campus is 17 acres in size, and includes the Smithsonian Castle, Freer Gallery, Arts and Industries Building, Hirshhorn Museum and Sculpture Garden, the Quadrangle Building, the Sackler Gallery, the National Museum of African Art, the Haupt Garden, Ripley Garden, and Folger Rose Garden.
- The Quadrangle Building includes three below-grade levels, and access is provided to the Ripley Center, Sackler Gallery and National Museum of African Art through three separate pavilions.
- The Castle and Arts and Industries Building are National Historic Landmarks; the Freer Gallery is individually listed on the National Register; and the Hirshhorn Museum has been determined eligible for listing. The entire campus is within the National Mall Historic District.
- Eleven public and consulting parties meetings have been held over the last three years, and public input has assisted in the development of master plan alternatives.
- The Smithsonian Institution provided information presentations to the Commission in April 2016 and September 2017.

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## RECOMMENDATION

The Commission:

**Supports** the goals of the South Mall Campus Master Plan, which address the Smithsonian's need to meet its long-term space requirements and address physical and operational deficiencies across

the campus that impact visitor use and experience as well as the Smithsonian's ability to effectively and safely implement its programs.

**Notes** that pursuant to the National Environmental Policy Act, a Draft Environmental Impact Statement was prepared, and public comments are sought on the alternatives and impacts through January 16, 2018. These comments will inform the Commission's selection of a preferred alternative at the draft master plan review in the spring.

**Notes** the Master Plan will be implemented over the next 20-30 years; and further, that individual projects contained within the Master Plan will be subject to Commission review and approval at the time when detailed designs are developed.

**Requests** the Smithsonian Institution prepare a phasing plan to be included in the next draft master plan submission.

**Notes** a Programmatic Agreement will be prepared pursuant to the National Historic Preservation Act that will describe the process and steps necessary for developing the detailed designs for individual projects at the time of their implementation.

**Finds** the Master Plan must consider the context of a changing city, particular the SW Ecodistrict and Southwest Waterfront, which will change the character of Independence Avenue and the southern approach to the campus.

**Notes** that six action alternatives have been developed (A through F). Three alternatives (B, D, and F) have been advanced to the Draft Environmental Impact Statement, in addition to the no action alternative. The Smithsonian Institution, as project owner, has indicated that currently Alternative F best meets their needs.

**Finds** the action Alternatives (B, D, and F) generally contain a number of common projects, including:

- Renovation and restoration of the Castle;
- Protection of the Castle to address seismic vulnerabilities;
- Removal of the Ripley Pavilion to facilitate views and circulation from the Mall to the center of the campus;
- Consolidation of the Quadrangle and Arts and Industries Building loading areas and parking into a single underground, centralized loading facility to serve the campus;
- Creation of a new underground central utility plant to increase efficiency, sustainability and cost-effectiveness, and help maintain the critical Smithsonian collections;
- Creation of a below-grade visitor center between the Castle and the Quadrangle, and reconfiguration of the Castle basement level as new visitor and interpretive space;
- Addition of a new accessible entrance off the east façade of the Freer Gallery to provide a direct pedestrian connection to the Haupt Garden;

- Retention of the Arts and Industries Building as a flexible space for temporary exhibits and events until such time as a permanent use is identified; and
- Upgrades to underground utilities and perimeter security.

**Supports** these projects as they help improve visitor service, increase access across the campus, and modernize facilities, while recognizing that program and functionality must be balanced with historic preservation, planning and urban design goals.

**Requests** the master plan indicate that potential conversion of the Arts and Industries Building into a museum is reasonably foreseeable as a long-term project, regardless of the final occupant; and further, the master plan should describe any implications for such a use.

Regarding the Quadrangle Building and Pavilions:

**Notes** the Quadrangle Building and pavilions are not eligible for individual listing on the National Register of Historic Places, but are contributing elements to the National Mall Historic District. The Quadrangle Historic District has been identified at the local level.

**Finds** the current location of the pavilions affects the configuration and functionality of the below-grade Quadrangle interior spaces, as well as views of the Castle from Independence Avenue and 10<sup>th</sup> Street, SW to the south.

**Finds** that Alternative B retains the pavilions in their current location, allowing only limited improvement to the functionality of the Quadrangle interior spaces.

**Finds** that Alternative D and F replace the existing pavilions with smaller pavilions closer to the Castle, allowing for improvements to the functionality of the Quadrangle interior spaces.

**Finds** that the new pavilion locations would create greater visibility for the Sackler Gallery and National African Art Museum as seen from the National Mall.

**Finds** that smaller, relocated pavilions could improve views of the Castle and the National Mall from the south, and over time guide visitors from the Southwest Quadrant of the City, including the SW Ecodistrict, the Wharf and Waterfront, which are connected along 10th Street, SW, and are undergoing tremendous growth.

Regarding the Haupt Garden:

**Notes** the garden forms the roof of the Quadrangle Building and the roof will need to be removed and replaced for maintenance purposes.

**Finds** the garden provides a view to and setting for the Castle as seen from the south; and further, the intimate character and scale of the existing garden is a beloved component of the South Mall campus, and are an important counterpoint to the scale and openness of the National Mall.



**Notes** Alternative B would replace the garden in its current configuration and character; Alternative D proposes a large grade change in front of the Castle with a new open configuration and different, park-like character; and Alternative F retains the existing grade and characteristics but reconfigures the garden layout to include two new entrance ramps and skylights.

**Does not support** the large sloped entry in Alternative D as it would greatly change the character of the garden and the setting of the Castle.

**Finds** that, while the Master Plan will not include a specific design for the garden, changes in circulation, vertical access and daylighting of the Quadrangle Building will influence the future garden design.

**Recommends** the design of the future garden balance the desire to maintain a space of intimate character and scale with the need to improve the Quadrangle Building, and desire for greater access and visibility across the campus.

**Notes** the Smithsonian Institution has publicly committed to maintaining the intimate character and high-quality landscape of the garden as the design is developed.

Regarding the Hirshhorn Museum and Sculpture Garden:

**Finds** that a modest opening in the western site wall would facilitate pedestrian connections to AIB, while larger alterations of the wall will change the character of the Hirshhorn Museum site.

**Supports** the reestablishment of the existing below-grade connection between the Museum and Sculpture Garden.

**Requests** the applicant provide additional details, including sections that describe the proposed expansion of the tunnel and the addition of gallery space below the Sculpture Garden, as shown in Alternatives D and F, so the Commission may better understand the relationship of the proposal to the setting of the National Mall.

Regarding the extent of Castle sub-basement excavation:

**Notes** that Alternative D includes the greatest amount of excavation beneath the Castle.

**Finds** the Alternative B and F minimize the amount of sub-basement excavation by accommodating the program elsewhere in the campus.

## PROJECT REVIEW TIMELINE

<b>Previous actions</b>	<b>April 2016</b> – Information Presentation <b>September 2017</b> – Information Presentation
<b>Remaining actions</b> (anticipated)	Selection of NEPA Preferred Alternative Review of Draft Master Plan Release Final EIS Prepare and Finalize Programmatic Agreement Review of Final Master Plan Adopt Record of Decision

## PROJECT ANALYSIS

### Executive Summary

Beginning in 2012, the Smithsonian Institution undertook an effort to identify comprehensive goals and priorities for the South Mall Campus. These goals focused on improving visitor service and education, creating clear entrances and connections between the museums and gardens, National Mall, and surrounding neighborhood, replacing aging building systems, and protecting the historic buildings and features of the campus. The master plan is intended to support the mission, responsibilities and functions of the SI, and provide a framework to guide future development.

These goals are generally consistent with many of the policies identified in the Visitors and Commemoration, Urban Design and Historic Preservation Elements of the Comprehensive Plan. The master plan must also consider how to accommodate change and modernization which considering the important buildings and landscapes found within the campus. As such, staff recommends the **Commission supports the goals of the South Mall Campus Master Plan, which address the Smithsonian's need to meet its long-term space requirements and address physical and operational deficiencies across the campus that impact visitor use and experience as well as the Smithsonian's ability to effectively and safely implement its programs.**

In compliance with the National Environmental Policy Act (NEPA), NCPC along with SI has prepared a Draft Environmental Impact Statement (DEIS) to meet its NEPA responsibility. Public comments are sought on the NEPA alternatives and impacts through January 16, 2018. Three action alternatives (B, D, and F) have been analyzed in the DEIS, in addition to the no action alternative. SI, as project owner, has indicated that currently, Alternative F best meets their needs.

The purpose of the concept review is to provide comments on the various alternatives, and SI's currently preferred concept master plan, based on Alternative F. Commission comments, as well as those received through the DEIS comment period, will help inform the selection of the NEPA preferred alternative, and preparation of the draft master plan. The draft master plan is expected to return to the Commission for review and comment later in the spring, at which time the Commission will select a preferred alternative.

## **Analysis**

### *Background*

The South Mall Campus Master Plan is intended to be a guide for the development of the campus over the next 20 to 30 years, consistent with the goals and mission of the Smithsonian Institution. As with other master plans reviewed by the Commission, the plan will identify projects to be implemented over time as funding becomes available. Individual projects within the master plan will require review and approval by the Commission. As such, while the master plan will include conceptual renderings and graphics of proposed improvements, the Smithsonian will develop specific designs at the individual project stage. As the phasing of projects many impact implementation, staff recommends the **Commission requests the Smithsonian Institution prepare a phasing plan to be included in the next draft master plan submission.**

To address individual project implementation over time and potential impacts to historic resources, the Smithsonian, stakeholder agencies, and consulting parties are developing a Programmatic Agreement (PA) to comply with Section 106 of the National Historic Preservation Act (NHPA). Programmatic Agreements are utilized when the potential effects of undertakings are not yet known. The PA will set forth a process for further avoiding, minimizing or mitigating effects through the project design and implementation phase. It will also set forth an engagement process with participating agencies, consulting parties and other interested members of the public. As such, the PA will be a critical roadmap for future actions. For reference, the St. Elizabeths Master Plan utilizes a PA, and one is currently under development for the Department of State's Foreign Mission Center Master Plan.

For the purposes of compliance with NEPA, a Draft Environmental Impact Statement (DEIS) has been prepared to evaluate potential impacts from implementing the master plan. At the time of individual project design, NCPC will determine whether any additional environmental review is necessary.

### *Context*

The South Mall Campus is located on the National Mall, generally bounded by 9<sup>th</sup> Street, SW to the east, 12<sup>th</sup> Street, SW to the west, Independence Avenue, SW to the south and Jefferson Drive, SW to the north. The 17-acre site includes a collection of museums, administrative offices, education facilities and other support spaces that form the heart of the Smithsonian Institution in the monumental core. Pedestrians generally access the campus from the north and south, as there

is limited connectivity east to west within the campus. There are a number of transit options nearby, with the Smithsonian Metrorail Station located just to the west, and the L'Enfant Metrorail Station located two blocks to the southeast. The Forrestal Building, home of the Department of Energy, is located immediately across Independence Avenue to south. This building spans several blocks east-to-west and crosses above 10<sup>th</sup> Street, SW.

Today, the National Mall side of the campus is the source of the majority of visitors. As such, the master plan recognizes the need to improve access and wayfinding from the north side of the site. However, the campus is also at the terminus of 10<sup>th</sup> Street, SW, which provides an important visual and physical connection from the National Mall south to Banneker Park and the Southwest Waterfront. The SW Ecodistrict Plan encompasses the area immediately south of the South Mall Campus and contemplates a future where the existing federal facilities may be redeveloped as a sustainable, mixed-use neighborhood. In particular, the site of the Forrestal Building may one day be reconfigured to open up 10<sup>th</sup> Street, SW by removing the building from the right-of-way. Further, the new District of Columbia Zoning Regulations for the DOE site would allow future private development to be taller and closer to Independence Ave, SW, further changing the context of the South Mall campus.

The Commission previously approved upgrades to Banneker Park to help facilitate pedestrian and bicycle connectivity as a way to strengthen this connection. At the same time, a number of other projects, such as the Spy Museum and Wharf development are currently under construction or have been recently completed. Given the long period of implementation, the master plan recognizes the context of the city in this area is changing, particular to the south, and therefore considers how to address the idea of dual entrances, both from the National Mall as well as Independence Avenue/10<sup>th</sup> Street, SW. As such, staff recommends the **Commission find the Master Plan must consider the context of a changing city, particularly the SW Ecodistrict and Waterfront, which will change the character of Independence Avenue and the southern approach to the campus.**

### *Campus Description*

The campus includes the Castle, which was completed in 1855. It is considered the visual centerpiece of the master plan. Today, the Castle includes a visitor center and administrative offices for the Board of Regents and the Secretary. The Freer Galley, completed in 1923, is located on the west side of the campus, and houses one of the premier collections of Asian art. The S. Dillon Ripley Center is entered from a pavilion located between the Castle and Freer Gallery. The Center, located below grade, includes the Smithsonian Associates, the Discovery Theater, and the Smithsonian Traveling Exhibition Service.

The Arts and Industries Building (AIB), completed in 1881, is located just southeast of the Castle, and is currently used for temporary exhibits and public events. The building is also under consideration as a future museum. The east end of the campus includes the Hirshhorn Gallery and Sculpture Garden. This modern museum, completed in 1974, is dedicated to contemporary art and culture. The museum building is connected by a now-closed tunnel to the outdoor sculpture garden that is located just north of Jefferson Drive.

The Freer Gallery is individually listed on the National Register of Historic Places. The Hirshhorn Gallery and Sculpture Garden was recently identified as eligible for listing. Both the Castle and AIB are National Historic Landmarks. The Quadrangle Building was recently determined not eligible for listing on the National Register. The entire campus is contributing to the National Mall Historic District, and Quadrangle is identified as a local historic district.

At the center of the Campus, just south of the Castle, is the Quadrangle Building. This facility, constructed in 1985, includes over 345,000 square feet of museum, education, office and other spaces located on three floors below grade. At the surface, the Quadrangle Roof is formed by the Haupt Garden and two pavilions that provide vertical access to the underground facilities. One pavilion connects to the Arthur M. Sackler Gallery for Asian Art, while the other connects to the National Museum of African Art. The Haupt Garden, completed in 1987, includes a central parterre, fountains and other designed gardens that provide places to gather and relax. It comprises areas reflecting the cultural influences celebrated in the adjacent architecture and the museums below. Their small scale and intimate character provide a counterpoint to the broad expanse of the National Mall. The area south of the Castle has changed over time. Prior to the 1980s, it included a parking lot, and sheds and other buildings have occupied the space.

A number of other gardens are located within the campus. The Kathrine Dulin Folger Rose Garden can be found on the east side of the Smithsonian Castle, near the north façade of AIB. The Mary Livingston Ripley Garden is located between the AIB and the Hirshhorn Museum and Sculpture Garden, and includes a display of hundreds of varieties of annual and perennial plants, as well as hanging baskets, trees and shrubs. The Courtyard Garden can be found at the center of the Freer Gallery, while the Hirshhorn Museum also has landscaped areas. Smithsonian Gardens is the group responsible for the design, installation and care of all plantings on the campus.

#### *Master Plan Purpose and Need*

SI proposes the Master Plan to meet its long-term space requirements and to address physical and operational deficiencies across the campus that impact visitor use and experience as well as the Smithsonian's ability to effectively and safely implement its programs. SI has identified a number of needs, including replacing roofs and building systems, improving accessibility for those with disabilities, improving circulation and creating an east-west connection across the campus, restoring and repairing historic properties, expanding and linking visitor services, provide new museum space, improving access and visibility from the National Mall for the Sackler Gallery and National Museum of African Art entrances, expand loading and delivery capabilities, and updating security measures. Accommodating these needs requires balancing benefits and impacts from the varying projects to be implemented under the master plan.

#### *Overview of Alternatives*

Through the consultation process, SI developed six master plan Alternatives (A through F). Three Alternatives (B, D, and F) have been advanced to the Draft Environmental Impact Statement, in addition to the no action alternative. Alternatives C and E were dismissed from further review. The

alternatives explore how to achieve the master plan needs, while balancing program, functionality, planning, urban design and historic preservation. SI held eleven public and consulting party meetings over the last three years, with feedback informing the alternatives. Throughout the process, public comments have focused on how to minimize impacts on historic resources, as well as to protect the garden spaces. As a result, the alternatives consider a range of alterations to the campus, and primarily differ in their level of above-ground change. Staff's analysis generally describes the elements common to the alternatives, and provides further analysis of the substantial differences.

Alternative B proposed minimal changes above ground, as the existing Sackler and National African Art pavilions would remain in place, and the Haupt Garden would generally remain in its current form. Alternative D proposes the most substantial changes by introducing a large "dip" in the topography that leads from Independence Avenue down to a new below-grade visitor center. In this alternative, the Quadrangle pavilions would be removed and new pavilions would be constructed closer to the Castle. Finally, Alternative F also removes the Quadrangle pavilions and places new, smaller pavilions closer to the Castle. However, in this option, the approach to the Castle remains flat, with new entry ramps proposed to the below-grade visitor center. Staff notes that Alternative D was the initial concept SI considered, but as a result of agency and public input, additional alternatives were developed to address potential impacts.

#### *Common Elements*

The alternatives share a number of common projects that will be implemented over the life of the master plan. The projects may vary somewhat in exact placement or configuration, but they are generally consistent across the alternatives. They include:

- Castle Renovation and Restoration – The Castle will be restored to its period of significance. Over time, many of the large spaces within the Castle were infilled with new floors and rooms. SI proposes to remove many of the non-historic partitions to return the Castle spaces to its original configuration, where possible. For example, office space, restrooms, and gift shops would need to be relocated out of the Great Hall to allow for its restoration. The Upper Great Hall, which has been subdivided with new floors and walls, would also be restored.
- Castle Seismic Protection – The Castle suffered damage during the 2011 Mineral Earthquake. Subsequently, SI studied the Castle to identify potential seismic vulnerabilities, and SI determined that seismic protection would be appropriate to help protect the structure and the symbolic center of the Institution. As a result, the master plan calls for providing seismic protect to the Castle. The specific measures and implementation will be developed at the project level, which will also include additional studies and engineering. Potential strategies could include base isolation, as well as structural bracing. The outcome of these additional studies will not affect the level of detail provided in the master plan. Staff notes that following SI's initial study, in 2016, President Obama signed

Executive Order 13717, *Establishing a Federal Earthquake Risk Management Standard*, which “seeks to strengthen the security and resilience of the nation against earthquakes, to promote public safety, economic strength, and national security.”

- Castle Basement Improvements - Currently, the Castle basement is challenged by low ceiling heights and the insertion of significant utilities and other mechanical systems that make the spaces challenging to use. The variety of changes and interventions over time have also hidden much of the Castle’s original structure. As such, the master plan calls for relocating the mechanical, plumbing and electrical systems and restoring much of the interior space. This will require lowering the basement level several feet. The basement level could then be publicly accessible, and provide interpretive opportunities in coordination with the new visitor center, which would be connected at the same level.
- New Visitor Center – SI proposes to create a new below-grade visitor center, generally located between the Castle basement and the Quadrangle Building. It will connect to the restored first floor of the Castle, which will be accessible to the public. Currently, only a modest non-public connection exists between the Castle basement and Quadrangle. The visitor center would help accommodate some of the services that must be relocated due to the restoration of the Castle, including restrooms, café and gift shops. Access to the Visitor Center could be provided from the ground level through stairs, ramps or pavilions that vary in the alternatives. These differences are described later in the analysis.

SI finds locating the visitor center adjacent to the Castle is important because its iconic image is well-known to visitors who would seek services in that location. Further, the proposed location between the Castle and Quadrangle would allow for below-grade connectivity between the various museums and services.

- Consolidation of Loading Areas – Currently, the campus is served by several loading areas, each accessed from Independence Avenue, SW. The Quadrangle loading area is located below-grade, just east of the Freer Gallery. The entrance ramp descends between the Freer Gallery and Haupt Garden, creating a barrier between the building and garden. Another loading area and surface parking for AIB is located just east of that building, and immediately south of the Ripley Garden. Finally, the Hirshhorn Museum loading area is accessed by a ramp located along 7<sup>th</sup> Street, SW. SI seeks to consolidate loading where possible to meet contemporary facility needs, and to eliminate ramps and parking areas that break up the campus visually.

A new underground loading area would be accessed from a ramp located just west of the Freer Gallery, with a ramp descending along the 12<sup>th</sup> Street, SW tunnel. The loading area would be located at a sub-basement level below the west end of the Castle. At a minimum, the Quadrangle and AIB loading areas would be removed and the ramps and parking areas

converted to garden space. SI has noted that connecting the Hirshhorn Museum loading area to the new central facility will be challenging, as the 9<sup>th</sup> Street Tunnel is located between the two sites. A permit from the District's Public Space Committee is necessary to accommodate the new curb cut, and SI has applied for a hearing in early 2018. Additional coordination will also be necessary with the District Department of Transportation (DDOT) to address traffic and intersection impacts related to any new loading configurations. In general, loading occurs after hours and is scheduled in advance. Reducing the number of curb cuts on Independence Avenue is also identified as a benefit.

- New Central Utility Plant – The master plan includes the creation of a new underground central utility plant to serve the campus. The new facility will be modern and more energy efficient. It will also allow for SI to better control climate systems and services for visitors, staff, and the critical museum collections. Underground utilities across the campus would also be upgraded.
- Freer Gallery Entrance – SI has indicated one of the goals of the master plan is to increase east-west connectivity across the campus, and to help increase general accessibility for those of all mobility levels. Currently, the Freer Gallery is the only museum without an entrance facing the Quadrangle garden. In addition, the wheelchair-accessible entrance for the Gallery is located off Independence Avenue. Currently, those using this entrance must ring a bell to gain entry. The master plan proposes to add another accessible pedestrian entrance on the east façade of the Freer Gallery, facing the Quadrangle. With removal of the Quadrangle loading area and ramp, as discussed previously, this new entrance would allow direct access between the Freer Gallery and Haupt Garden. In addition, it will allow for the establishment of a west-east connection that would lead from the Gallery to AIB and further east to the Hirshhorn Museum.
- Removal of the Ripley Pavilion – As noted previously, the S. Dillon Ripley Center is entered from a pavilion located between the Castle and Freer Gallery. The master plan proposes to remove the pavilion to permit improved views and pedestrian access from Jefferson Drive and the National Mall into the center of the campus. This view will assist visitors in understanding the presence of other museums and gardens located south of the Castle. Access to the Center's facilities will be provided from the Quadrangle and Visitors Center.
- Arts and Industries Building – SI has indicated that AIB will continue as a flexible space for temporary exhibitions and public events. At this time, the building has been identified as the potential location of another museum use, but no final determination has been made by Congress. The master plan generally retains this flexible use, and an update to the master plan would be necessary after a permanent use is identified. SI proposes to incorporate pedestrian-accessible doors on the east façade where loading doors currently exist.



- Restoration of the Hirshhorn Museum Building – The master plan calls for the restoration of the Hirshhorn Building. The exact details of the restoration will be identified as the project is developed. Potential changes to the sculpture garden are described in a following section.
- Perimeter Security Improvements – The master plan also calls for updates and improvements to perimeter security. The details will be developed with the design of the individual project or projects. Jefferson Drive will remain in its current alignment.

In general, staff finds that these projects will support the Smithsonian Institution's long-term needs as described in the master plan. They will also help enhance the visitor experience and promote modernization of the campus. As such, staff recommends the **Commission support these components as they help improve visitor service, increase access across the campus, and modernize facilities, while recognizing that program and functionality must be balanced with historic preservation, planning and urban design goals.** As noted previously, the specific designs for each project will be developed as funding become available. These details will be critically important in successfully implementing each project, while minimizing any negative impacts. As such, further coordination will be necessary throughout all phases of the master plan.

Regarding AIB, SI has indicated that several museum uses have considered the location. Staff notes that while nothing has been finalized, the location of the building and its historic character make it a prime candidate for a museum use over the next 20 to 30 years. As such, staff suggests the **Commission request the master plan indicate that conversion of the Arts and Industries Building into a museum use is reasonably foreseeable as a long-term project, regardless of the final occupant; and further the master plan should describe any implications for such a use.**

#### *Differences in Alternatives*

While the alternatives share a number of similar elements, there are several more significant differences that primarily deal with the amount of above-ground changes proposed. These differences are analyzed in the following section:

#### Quadrangle Building and Pavilions

The Quadrangle Building includes 345,000 square feet on three floors located below grade between the Castle, Freer Gallery and AIB. As such, it occupies an important location in the campus, providing an opportunity for connectivity both above and below grade. Today, the Sackler Gallery and National African Art Museum are accessed through the two pavilions that are an above-grade extension of the Quadrangle Building. They include stairs and elevators, as well as exhibition space. The Haupt Garden forms the roof of the building. While the Quadrangle and Pavilions are contributing elements within the National Mall Historic District, the Quadrangle

Building itself was found not eligible for individual listing in the National Register. The Quadrangle Historic District has been identified at the local level.

SI seeks to make the Sackler and National African Art entrances more visible to the public, particularly from the National Mall, as well as to increase the functionality of museum spaces. The location of the Quadrangle Pavilions are linked to the configuration of below-grade museum and support space. Specifically, the publicly-accessible museum spaces are generally focused around the vertical circulation created by the pavilions. The location of the current pavilions also affects views of the Castle as seen from the south, specifically the west and east wings of the building. Therefore, staff recommends the **Commission find the current location of the pavilions affects the configuration and functionality of the below-grade Quadrangle interior spaces, as well as views of the Castle from Independence Avenue and 10th Street, SW to the south.**

Alternative B retains the pavilions in their current location. SI believes this would allow only minimal improvement to the functionality of the Quadrangle interior, as the public spaces and circulation could not be moved. As such, the public spaces of the Quadrangle Building would have limited opportunities to be connected to the Castle and visitor center. Therefore, staff recommends the **Commission find that Alternative B retains the pavilions in their current location, allowing only limited improvement to the functionality of the Quadrangle interior spaces.**

Alternative D and F replace the existing Pavilions with smaller Pavilions closer to the Castle. SI has stated that co-locating the public spaces of the visitor center and the new pavilions would allow the remainder of the Quadrangle spaces to be reconfigured in a more functional way. Co-location allows public areas to be directly connected, thereby avoiding an unnecessary network of corridors or cutting through back-of-house functions. As such, staff recommends the **Commission find that Alternative D and F replace the existing Pavilions with smaller Pavilions closer to the Castle, allowing for improvements to the functionality of the Quadrangle interior spaces.**

The location of new pavilions, in conjunction with the removal of the Ripley Pavilion would also allow views from the National Mall into the Quadrangle gardens. SI has indicated that allowing visitors to see the presence of the National African Art Museum and Sackler Gallery is important. New pavilion locations would provide wayfinding as viewed from the National Mall. Therefore, staff recommends the **Commission find that the new pavilion locations would create greater visibility for the Sackler Gallery and National African Art Museum as seen from the National Mall.**

The pavilion locations also have implications for views of the Castle and visibility from the south. Alternative B retains the current locations, and as such, they are not visible from the National Mall. As viewed from the south, the Pavilions block the west and east wings of the Castle. In Alternative D and F, new pavilions are located closer to the Castle. They are also reduced in footprint by approximately one third. As a result, more complete views of the Castle are possible from the south. Therefore, staff recommends the **Commission find that smaller, relocated pavilions could improve views of the Castle and the National Mall from the south, and guide visitors from the Southwest Quadrant of the City, including the SW Ecodistrict, the Wharf and**

**Waterfront, which are connected along 10th Street, SW, and are undergoing tremendous growth.**

Quadrangle – Haupt Garden

As described previously, the Haupt Garden form the roof of the Quadrangle Building. The roof is over 30 years old, and nearing the end of its life. When it is replaced, the existing garden will be removed. Today, the garden provides a view to and setting for the Castle as seen from the south. Throughout the engagement process, many members of the public have expressed their support for the garden. As such, staff recommends the **Commission find the garden provides a view to and setting for the Castle as seen from the south; and further, the intimate character and scale of the existing garden is a beloved component of the South Mall campus, and are an important counterpoint to the scale and openness of the National Mall.**

Alternative B essentially retains the existing configuration and character of the gardens after replacement of the Quadrangle Roof, with only limited changes. Alternative D, with its large, sloped entry would result in a more open, park-like setting. Alternative F would retain some of the characteristics of the current garden, including the parterre and smaller gardens, but would not recreate the exact layout. Staff finds that Alternative D most dramatically changes the setting of the Castle, and therefore recommends the **Commission not support the large sloped entry in Alternative D as it would greatly change the character of the garden and the setting of the Castle.**

While replacing the garden in-kind would retain the exact configuration that makes the garden appreciated today, it may also preclude some of the improvements that the Smithsonian is trying to achieve to improve visitor experience, including daylighting the Quadrangle Building and improving visibility for the Sackler and National African Art entrances. As such, staff recommends the **Commission find that while the Master Plan will not include a specific design for the gardens, changes in circulation, vertical access and daylighting of the Quadrangle Building will influence the future garden design.**

Staff also finds that it is possible to create a balanced approach that generally meets Smithsonian's goals while maintaining the intimate character of the existing gardens through site configuration, appropriate landscaping, and maintaining the Renwick Gates, which help to define and enclose the space along Independence Avenue. While the Smithsonian will not engage the public and agency stakeholders on the specific design for many years, staff suggests that the **Commission recommend the future design of the garden balance the desire to maintain a space of intimate character and scale with the need to improve the Quadrangle Building, and desire for greater access and visibility across the campus.**

SI believes that Alternative F best balances preserving the setting of the Castle and the character of the gardens, while improving the functionality of the Quadrangle Building and increasing visibility for the Sackler Gallery and National African Art Museum entrances as viewed from the National Mall. Staff further notes that SI has publicly committed to maintaining the intimate character and high-quality landscape of the garden as the design is developed.

### Hirshhorn Museum and Sculpture Garden

The master plan proposes to rehabilitate the Hirshhorn Museum building. In addition, it seeks to improve connectivity between museums across the campus. Currently, there is no direct pedestrian connection between AIB and the Hirshhorn Museum. A perimeter wall surrounds the site, with large openings located to the north and south from Jefferson Drive and Independence Avenue, respectively. A small accessible entrance is located at the northwest corner of the museum grounds. The master plan proposes to add an opening in the western site wall to allow for a direct pedestrian access from the east doors of AIB to the Hirshhorn Museum site. The elimination of the AIB loading area, described previously, will also allow facilitate this connection and expansion of the Ripley Gardens. In conjunction with the new Freer Gallery entrance, the wall opening would permit a complete pedestrian route across from the Freer Gallery to the Hirshhorn Museum. Alternative D proposes substantial removal of site walls, while Alternative B and F limit the opening to a width necessary only to accommodate pedestrians. Because the sense of enclosure is integral to the character of site, staff recommends the **Commission find that a modest opening the western site wall would facilitate pedestrian connections to AIB, while larger alterations of the wall will change the character of the Hirshhorn Museum site.**

Alternative B generally limits other improvements to restoration and re-establishment of the below-grade tunnel that links the museum building and the sculpture garden. This connection passes below Jefferson Drive, and any changes will require further coordination with the National Park Service. Staff recommends the **Commission support the reestablishment of the existing below-grade connection between the Museum and Sculpture Garden.**

Alternatives D and F propose more substantial changes to the sculpture garden, including new below-grade gallery space and widening the existing tunnel. Given the potential scope of these changes, staff recommends the **Commission request the Smithsonian provide additional details, including sections, that describe the proposed expansion of the tunnel and the addition of gallery space below the Sculpture Garden, as shown in Alternatives D and F, so the Commission may better understand the as the potential impacts to the setting and views from the National Mall.**

### Castle Sub-Basement Level

As described previously, all alternatives include lowering the basement floor to allow the space to be more functional. In addition, Alternative D proposes the greatest amount of excavation, including an additional level that would be excavated beneath the basement. This space would accommodate program that are placed elsewhere in the other alternatives. Alternatives B and F do not require the same level of sub-basement excavation. As such, staff recommends the **Commission finds the Alternative B and F minimize the amount of sub-basement excavation by accommodating the program elsewhere in the campus.**

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## **CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE**

### **Comprehensive Plan for the National Capital**

Staff has reviewed policies from the Urban Design, Historic Preservation, Parks and Open Space, and Visitors & Commemoration Elements, and the analysis and recommendations are intended to support consistency with the Comprehensive Plan.

### **SW Ecodistrict Plan**

As noted previously, SI has considered the future implementation of the SW Ecodistrict Plan when considering the future context of the campus. The SW Ecodistrict Plan seeks to achieve a revitalized, mixed-use neighborhood and cultural destination; a well-connected community; a high performance environmental showcase, and an economically successful partnership for the area located just south of Independence Avenue, SW.

### **National Historic Preservation Act**

Pursuant to Section 106 of the National Historic Preservation Act, SI has convened consulting parties to identify historic properties and assess adverse effects for each of the alternatives. Ten meetings have been held, and input from the public has informed the alternatives. Many comments and concerns have focused on protecting the gardens and pavilions, as well as understanding the future of the AIB. As many effects from implementation of the master plan will not be identified until the individual projects are developed, a Programmatic Agreement will be prepared that will describe the process and steps necessary for addressing the specific impacts for those individual projects at the time of their implementation. Additional Section 106 consultation will be required throughout the life of the master plan.

### **National Environmental Policy Act**

NCPC has approval authority over the individual projects included in the master plan and therefore NCPC is the lead federal agency for compliance with the National Environmental Policy Act (NEPA). NCPC has worked with SI to prepare a Draft Environmental Impact Statement (DEIS) to evaluate the potential environmental impacts resulting from implementation of the Master Plan. NCPC acts as lead federal agency for NEPA compliance and SI is the project owner. SI works with federal agencies on NEPA compliance when, as here, an SI project requires federal agency approval. The DEIS is available for public comment through January 16, 2018. The comments will be reviewed and responses developed for inclusion in the Final EIS. The preferred alternative will be identified at that time.

## **CONSULTATION**

### **Coordinating Committee**

On December 13, 2017, the Committee reviewed the concept master plan. Without objection, the Committee forwarded the proposed comments on the concept master plan to the Commission with the statement that the proposal has been coordinated with all participating agencies. The SHPO is coordinating on this project subject to satisfactory completion of a Section 106 Programmatic Agreement. As previously documented in SHPO and Smithsonian Institution correspondence, implementation of this plan will result in numerous adverse effects on historic properties. DDOT noted that all build options consolidate curb cuts to a location close to 12<sup>th</sup> Street, SW. DDOT encourages the applicant to pursue conceptual approval for this approach from the Public Space Committee early in the process.

### **U.S. Commission of Fine Arts**

The Commission of Fine Arts (CFA) reviewed the South Mall Campus Master Plan at an information presentation on January 22, 2015. At that time, CFA provided a number of comments related to the proposed plan. CFA is expected to review the master plan again in January 2018.

## **ONLINE REFERENCE**

The following supporting documents for this project are available online:

- Project Summary
- Project Submission
- Draft Environmental Impact Statement

Prepared by Matthew Flis  
12/28/2017

## **POWERPOINT (ATTACHED)**

# NCPC File #7630

## South Mall Campus Master Plan

National Mall

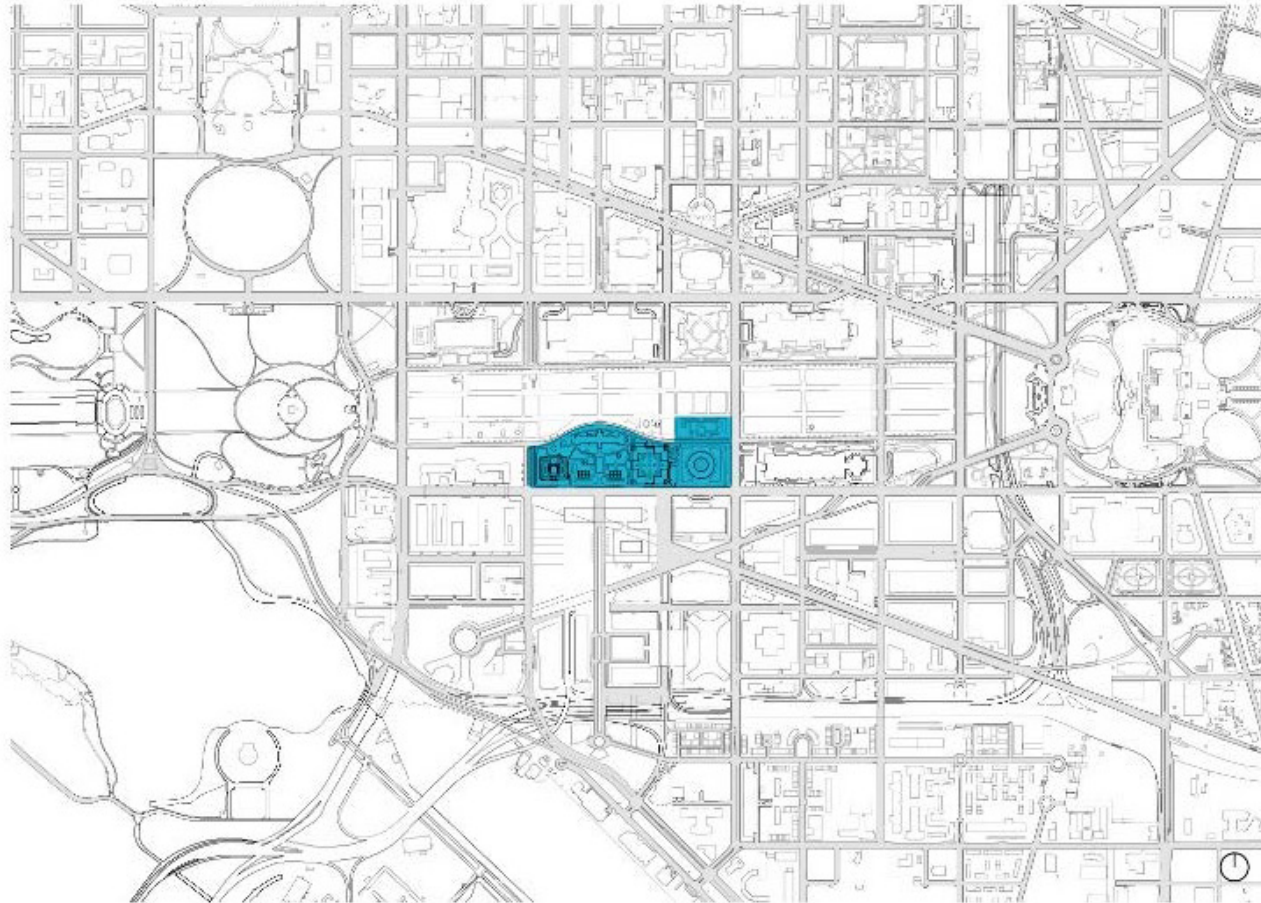
Washington, DC

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Smithsonian Institution

Comments on Concept Master Plan and  
Draft Environmental Impact Statement  
Alternatives





**Project Name:**  
**South Mall Campus Master Plan**

**Location:**  
**South Mall Campus**

**Smithsonian Institution Building**  
**1000 Jefferson Drive, SW**  
**Washington, DC 20560**

**Arts and Industries Building**  
**900 Jefferson Drive, SW**  
**Washington DC 20560**

**Freer Gallery of Art**  
**1050 Independence Avenue, SW**  
**Washington, DC 20560**

**Hirshhorn Museum and Sculpture  
Garden**  
**Independence Ave, SW & 7th St, SW**  
**Washington, DC 20560**

**Quadrangle Complex**  
**1000 Independence Ave, SW**  
**Washington, DC 20560**









## Restore and Renovate

Restore and renovate historic buildings



## Accessibility

Improve access for persons with disabilities



## Connect

Improve circulation and connectivity within campus and to adjacent context



## Gardens

Provide diverse gardens for visitor recreation and education



## Visibility

Improve visibility of below grade museums



## Education

Increase education spaces



## Events

Provide additional museum and event space



## Visitor Services

Create and expand visitor services



## Activate

Ensure that the campus can be active from morning to night.



## Loading

Improve and expand underground loading space



## Security

Update perimeter and building security



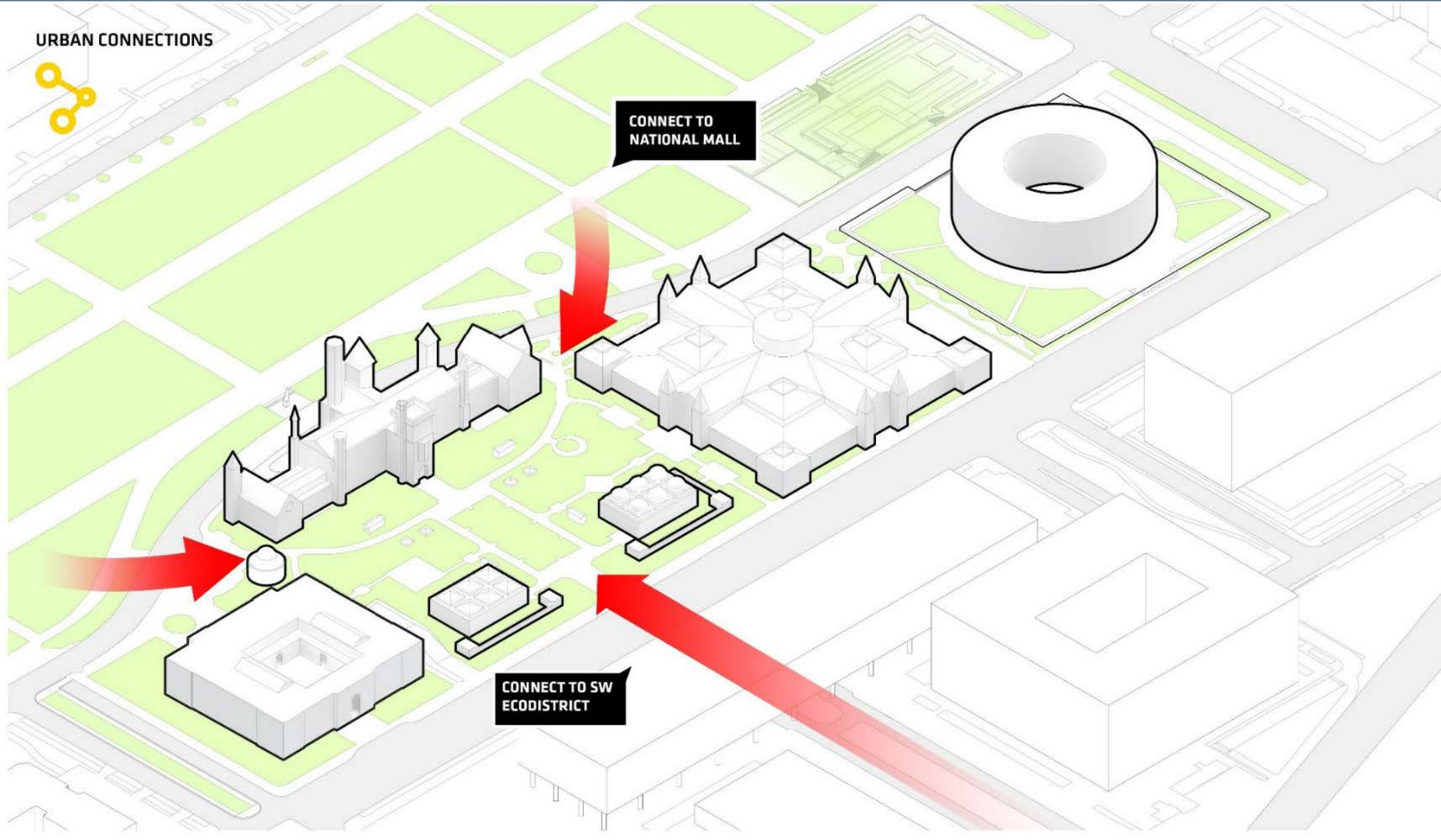
## Sustainable Systems

Establish a central utility plant to reduce GHG emissions and energy costs

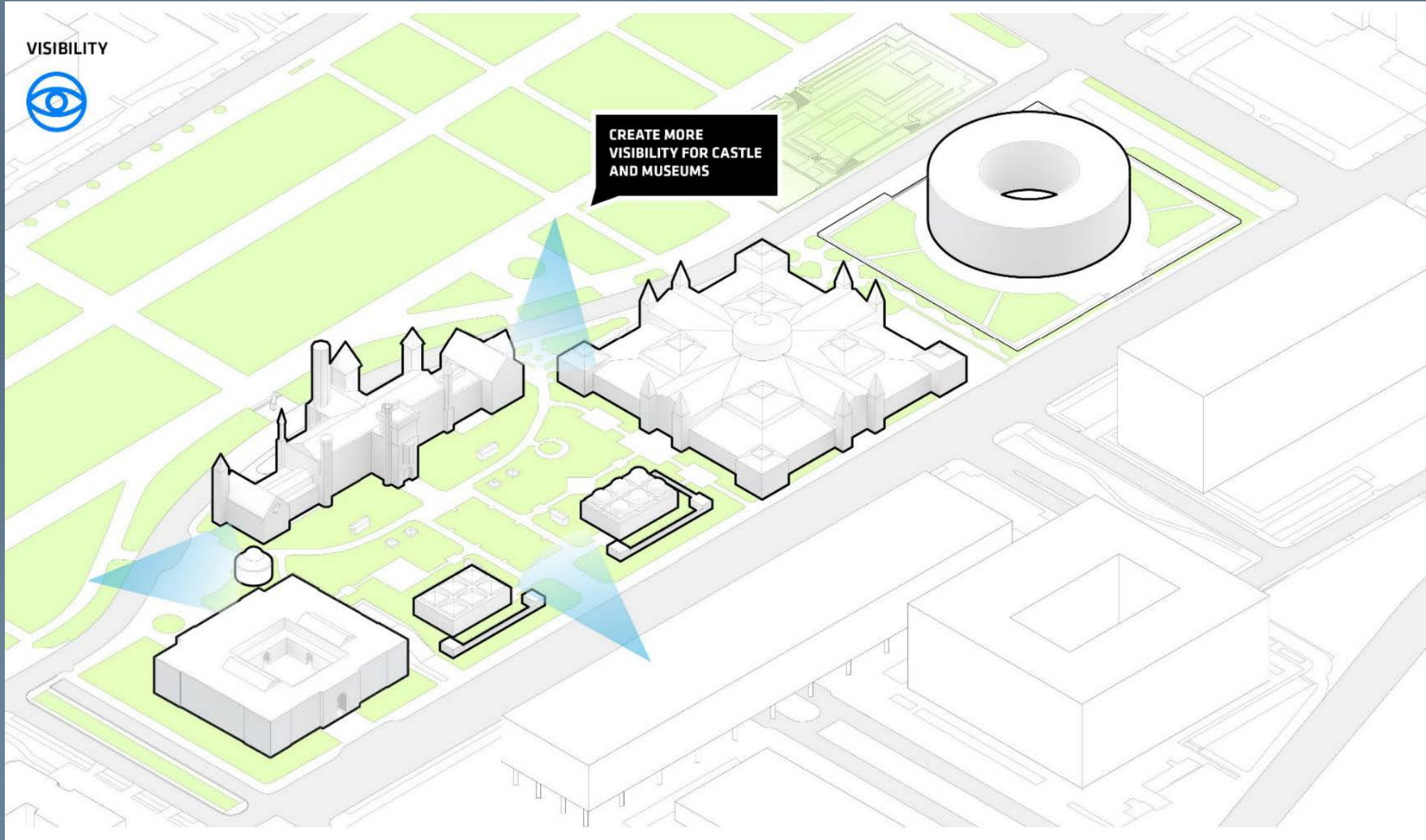


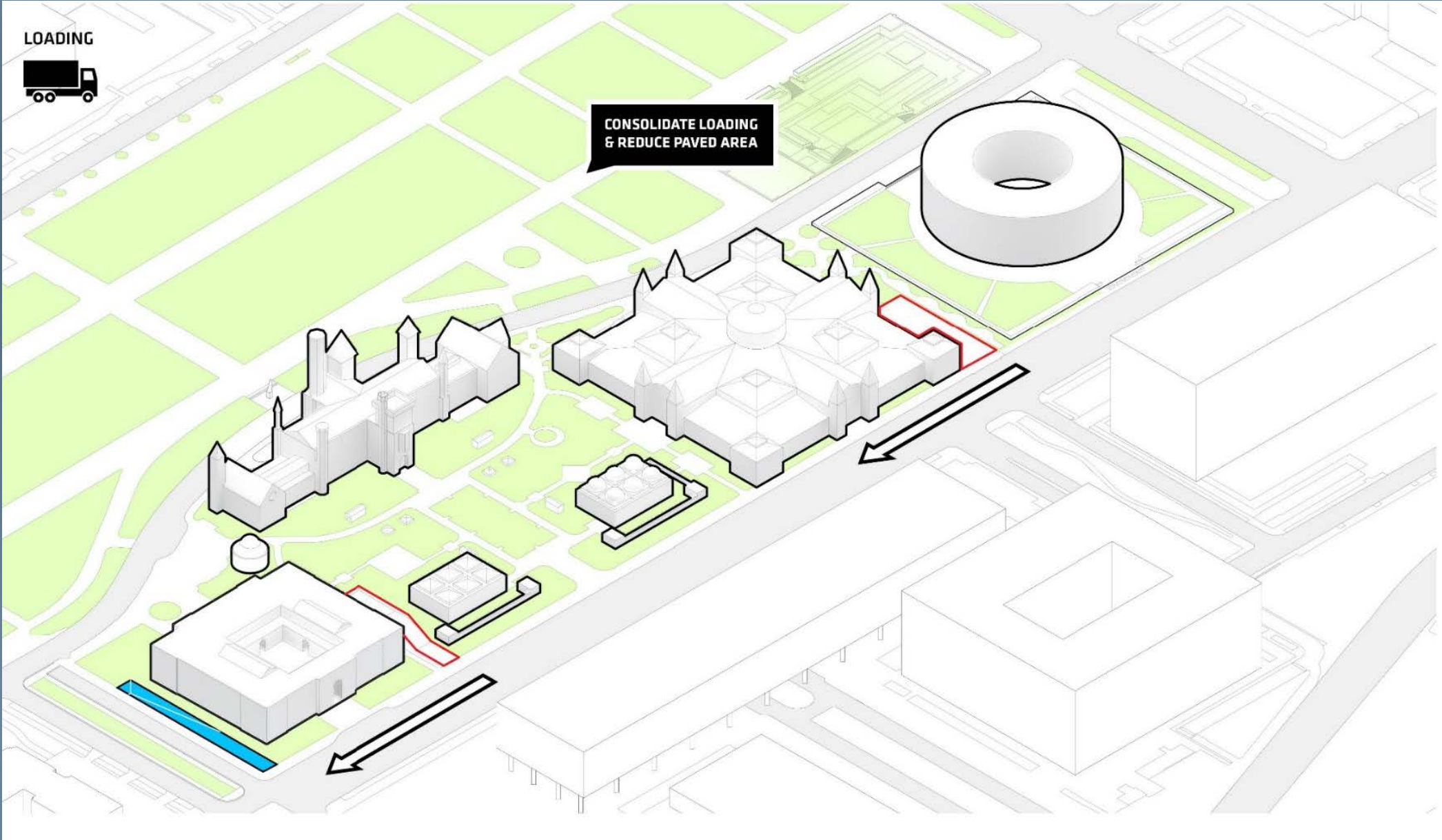
## Museums

Improve facilities and accommodate growth

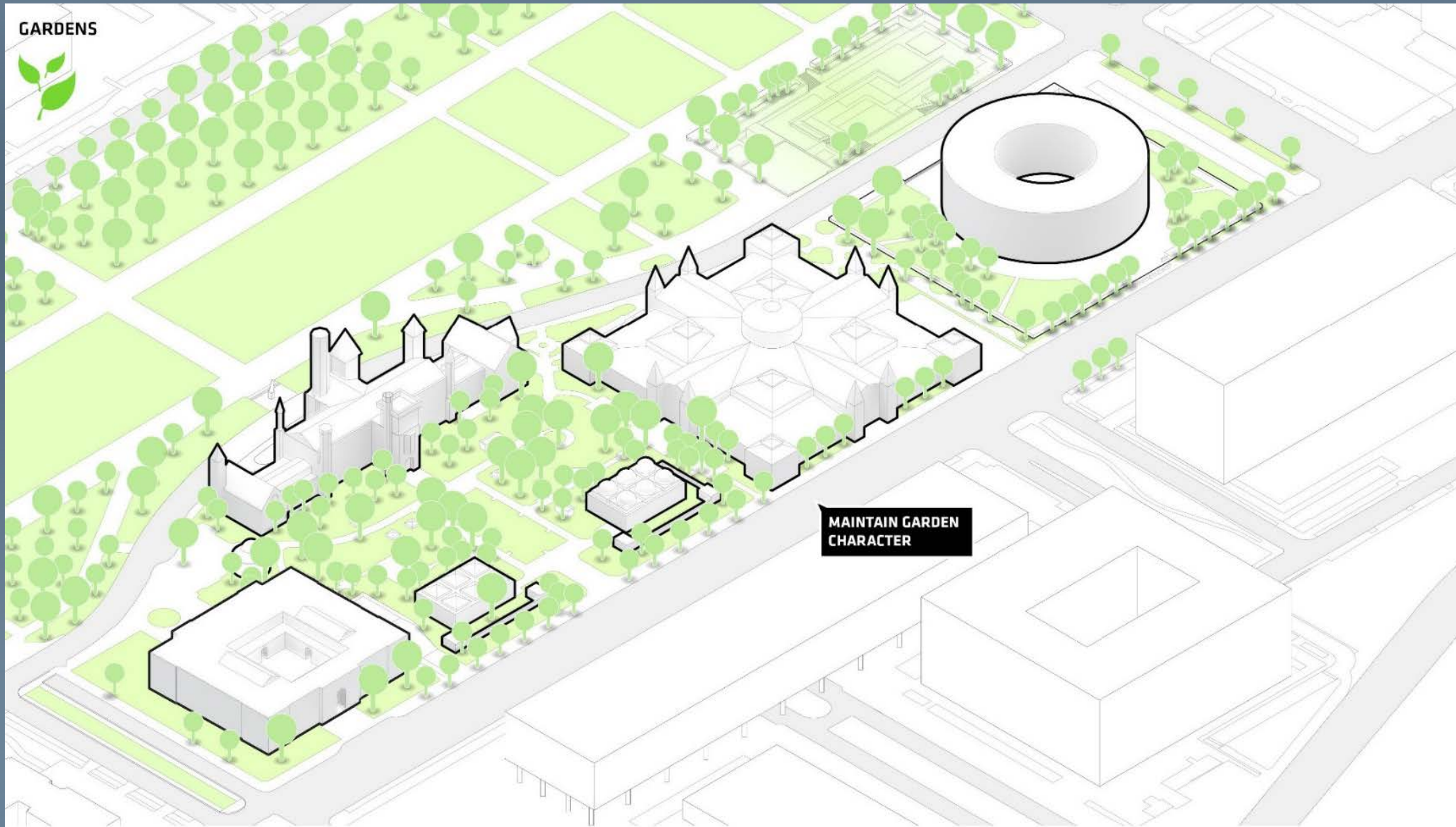


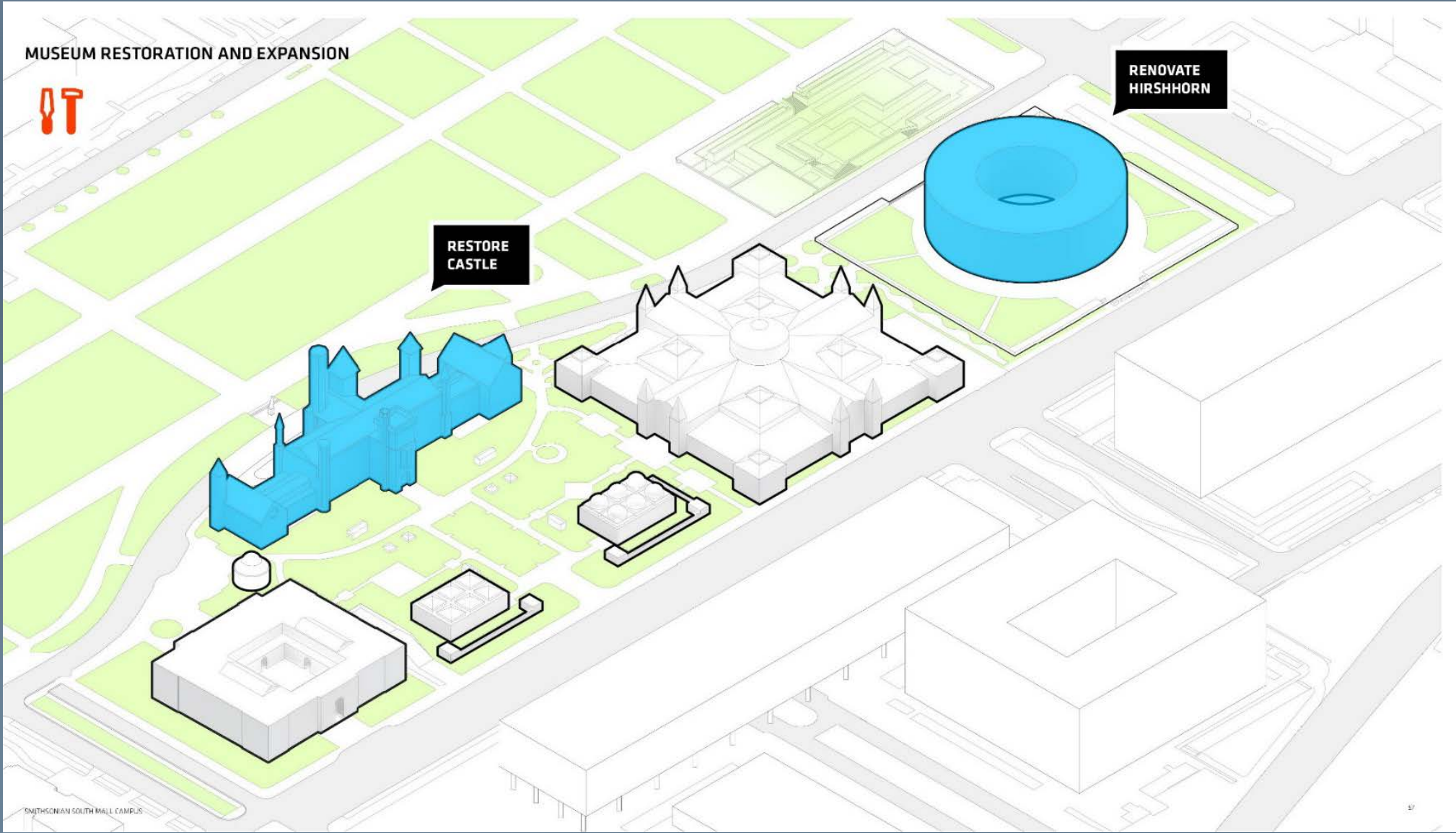














## ALTERNATIVES A-F

**NO ACTION ALTERNATIVE:**  
Existing campus



**ALTERNATIVE A (DISMISSED):**  
Limited below ground change



**ALTERNATIVE B:**  
Limited above ground change



**ALTERNATIVE C (DISMISSED):**  
Maintain flat garden with changes  
above and below



**ALTERNATIVE D:**  
Plane changes above and  
below grade



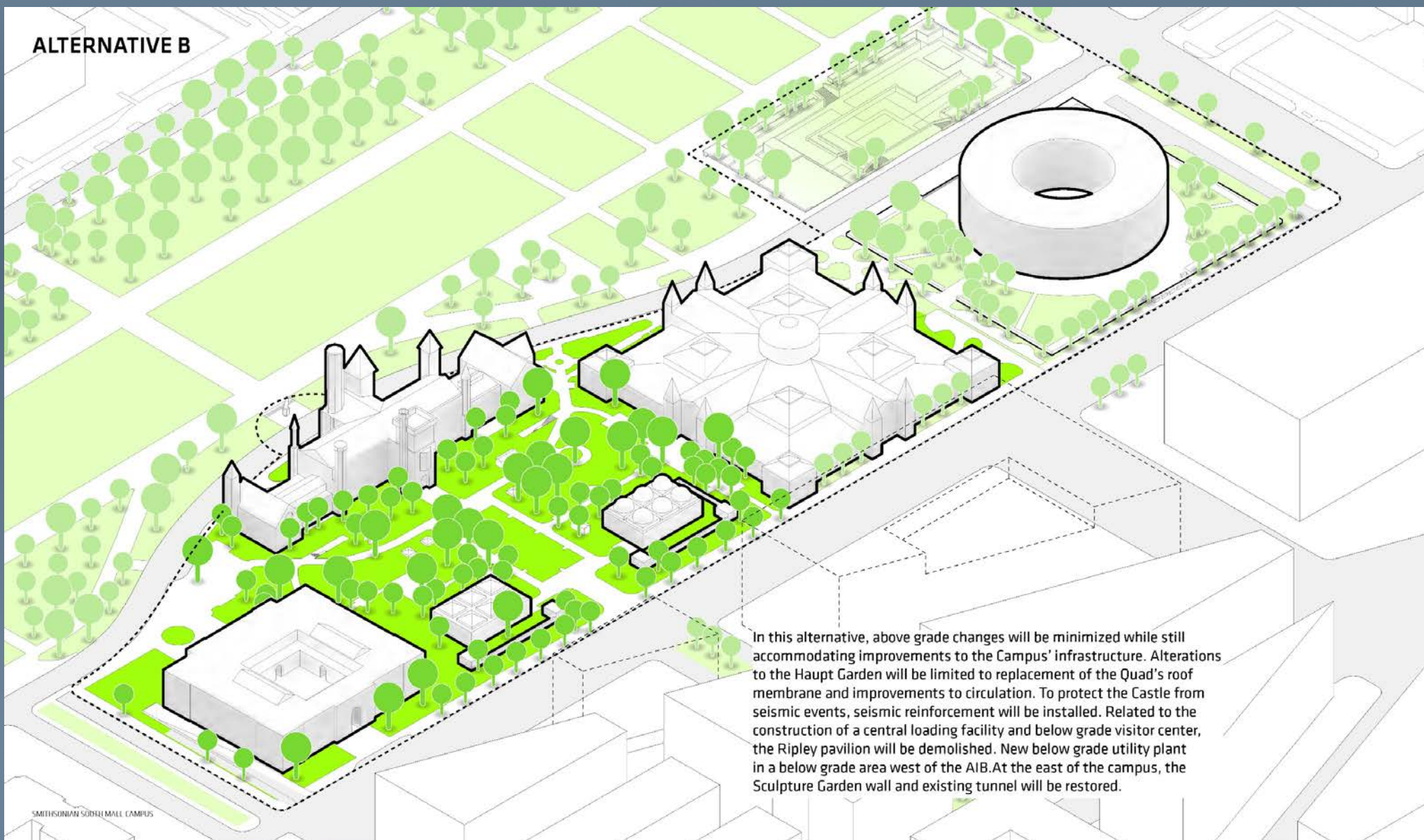
**ALTERNATIVE E (DISMISSED):**  
Plane changes above and below grade  
Maintain character of gardens



**ALTERNATIVE F:**  
Minimize plane changes  
Maintain character of gardens

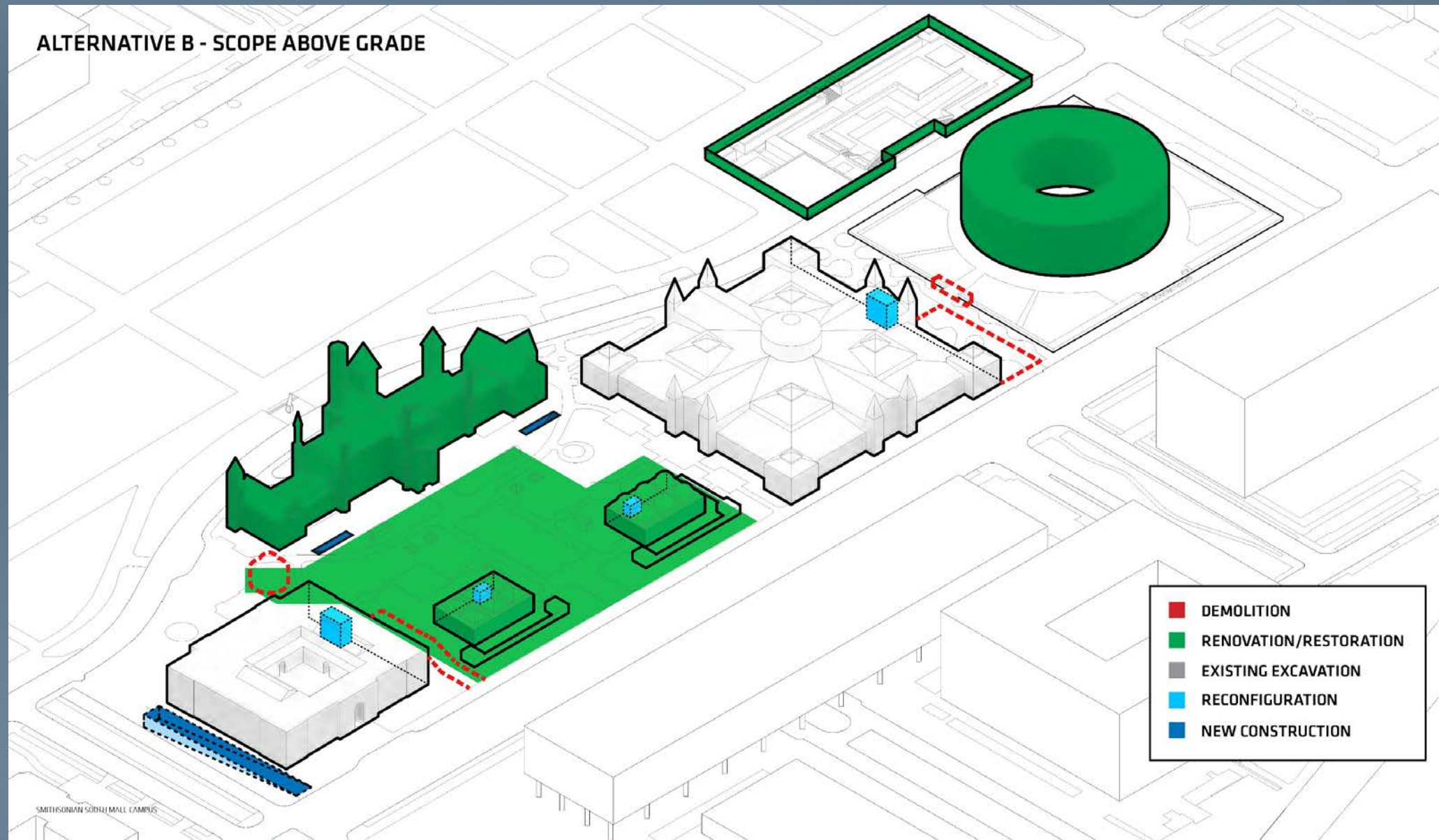




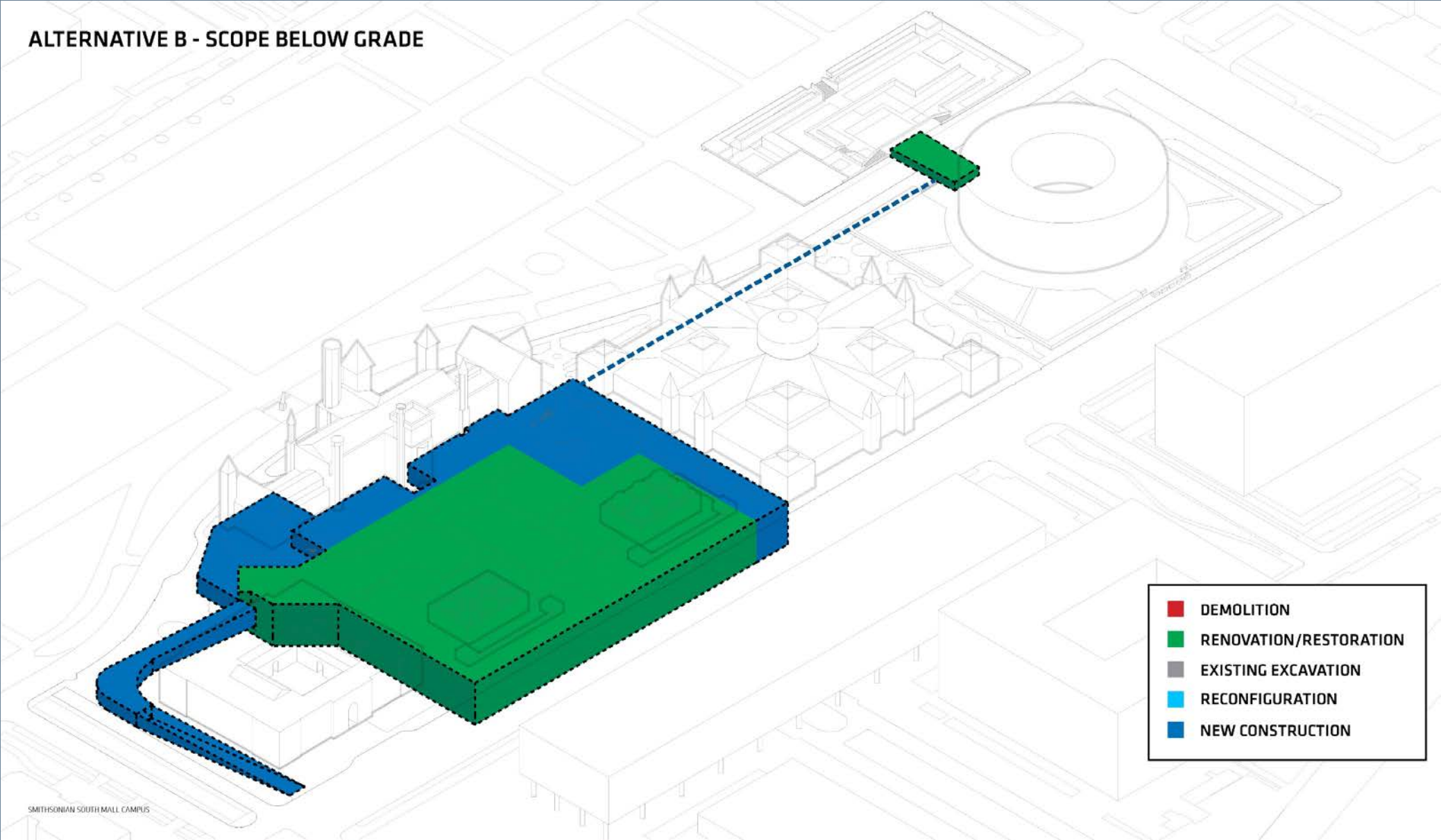




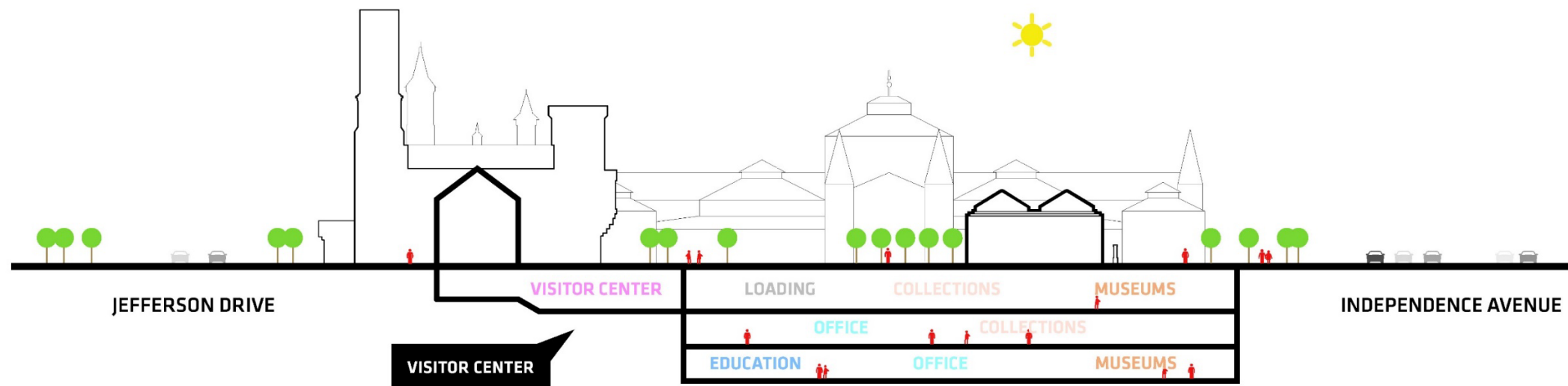
## ALTERNATIVE B - SCOPE ABOVE GRADE



ALTERNATIVE B - SCOPE BELOW GRADE



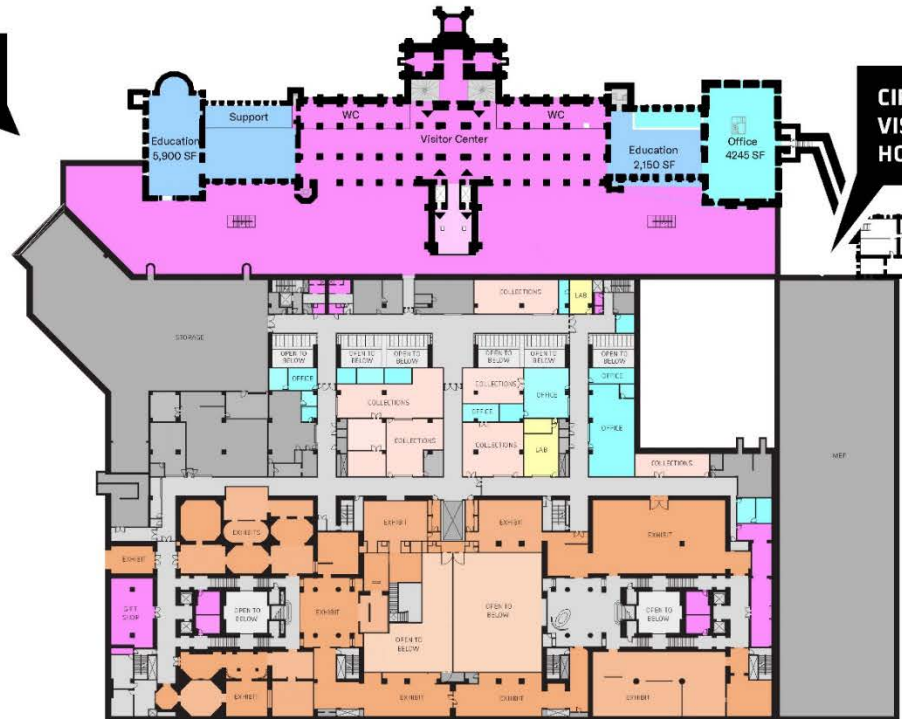
## ALTERNATIVE B - BELOW GRADE





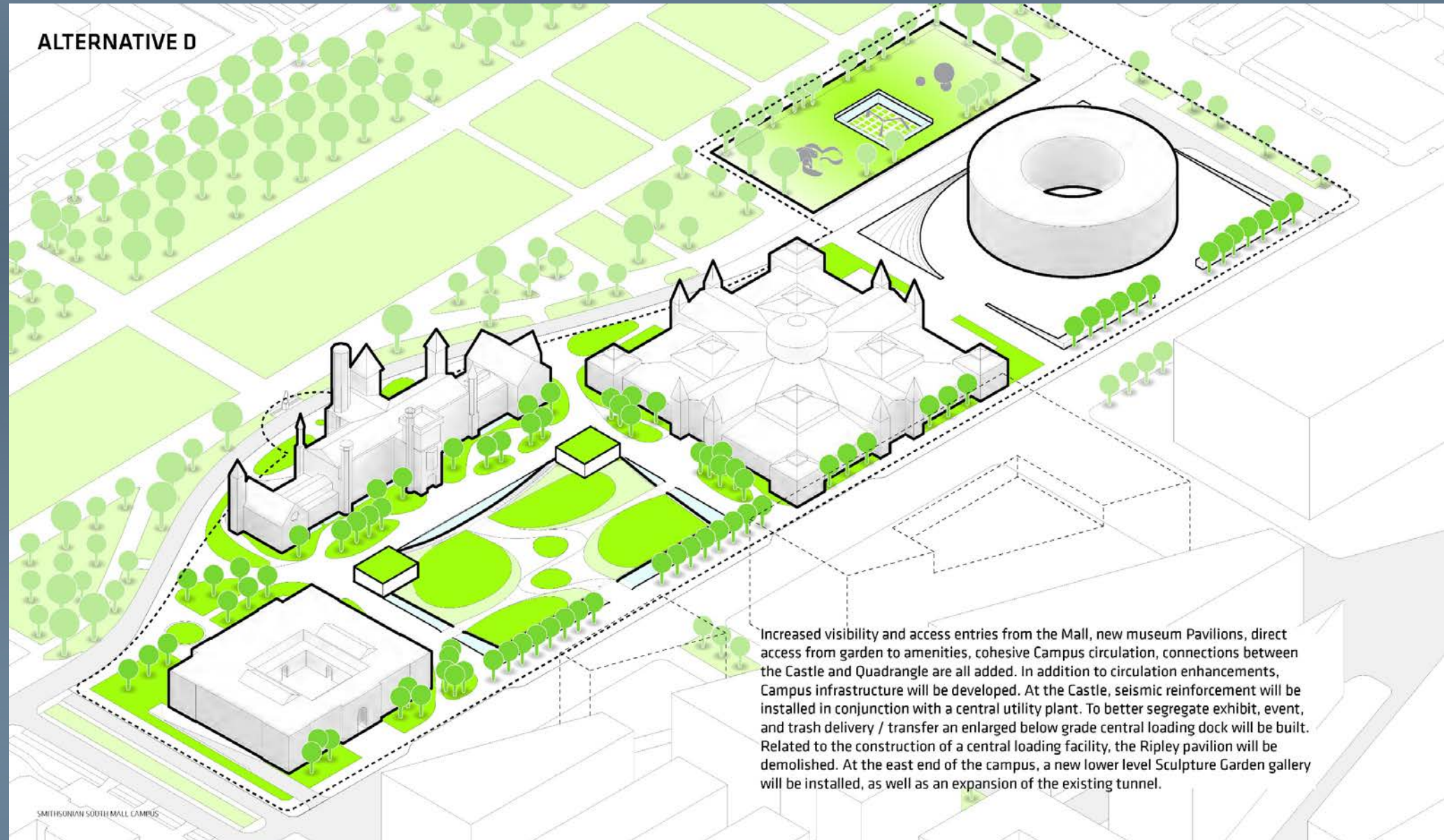
## ALTERNATIVE B - BASEMENT LEVEL 1

TWO SECURITY POINTS  
IN VISITOR CENTER



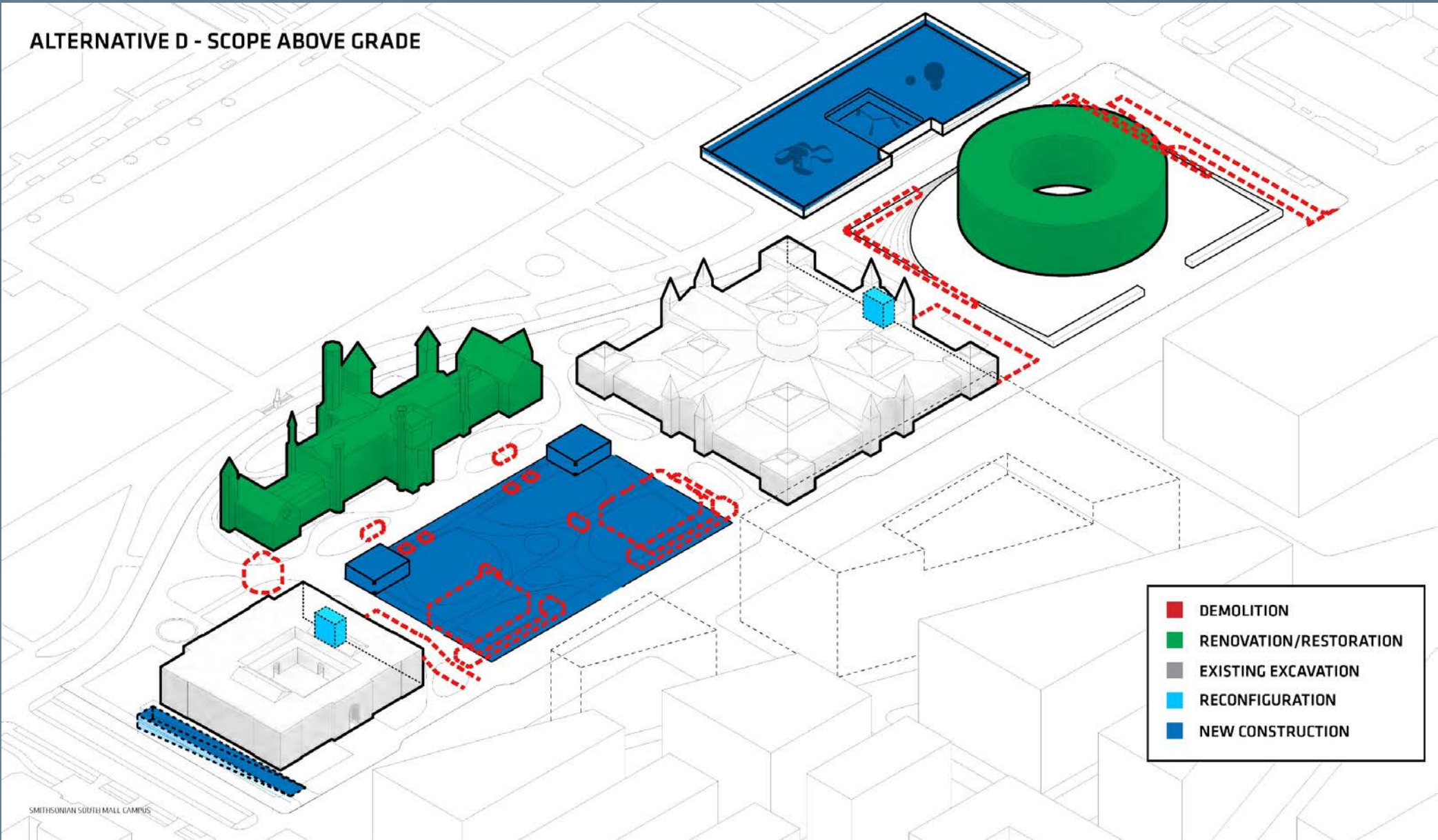
CIRCULATION ROUTES  
VISITORS THROUGH BACK OF  
HOUSE OFFICE SPACE

NO IMPROVEMENTS TO  
BELOW GRADE MUSEUMS

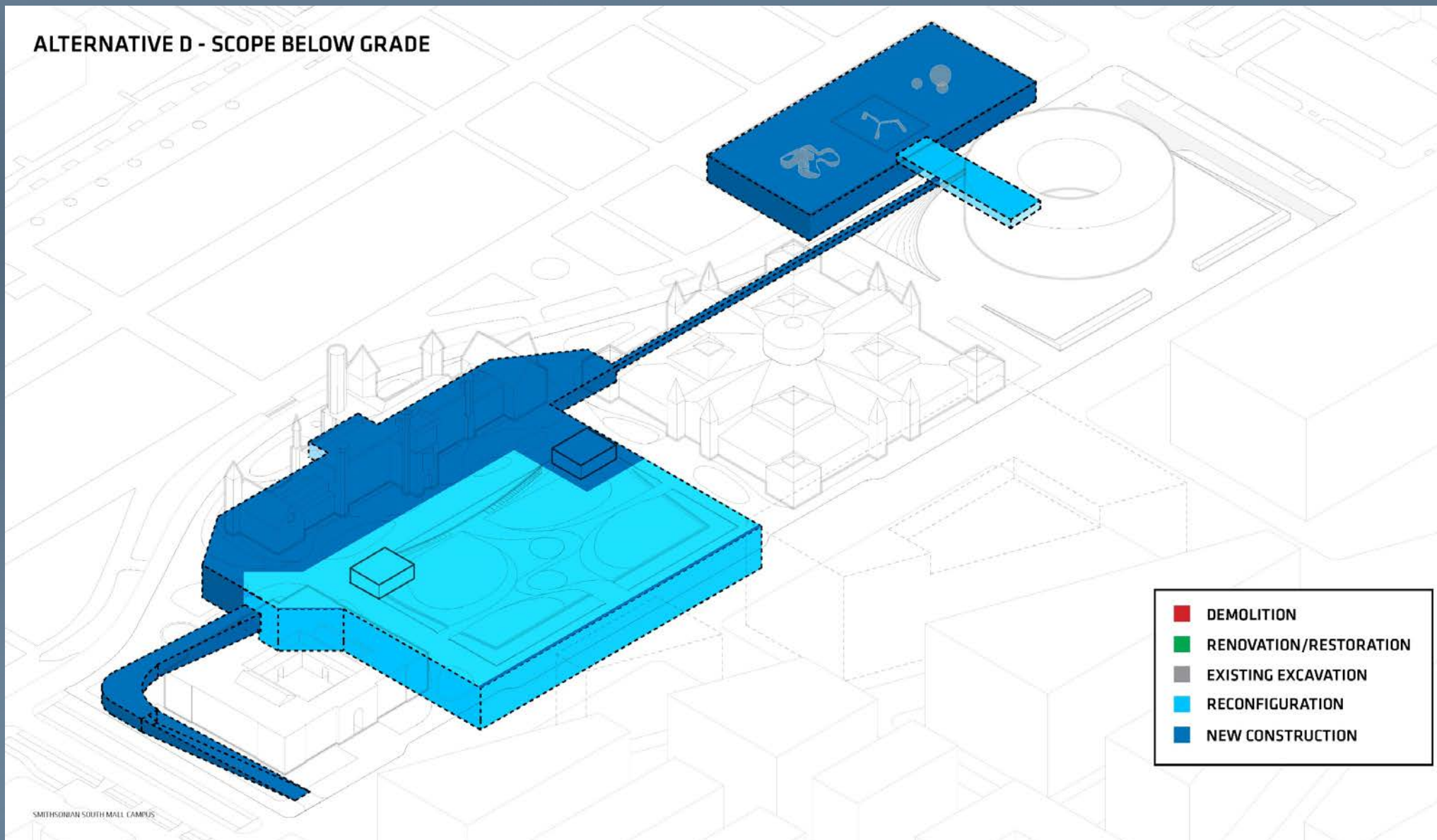




ALTERNATIVE D - SCOPE ABOVE GRADE

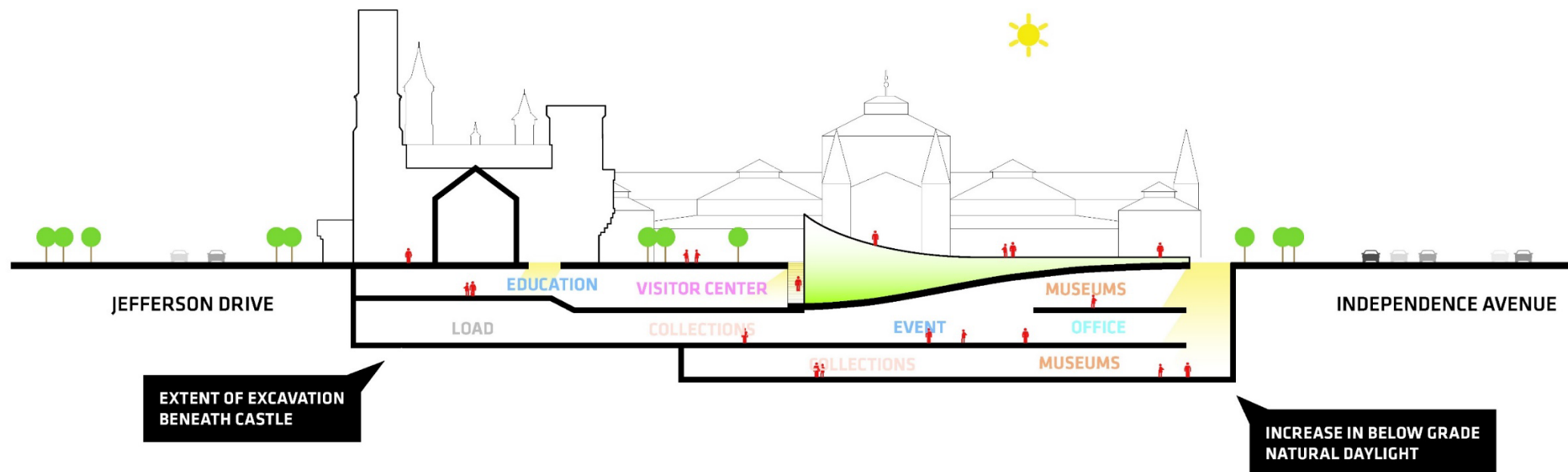


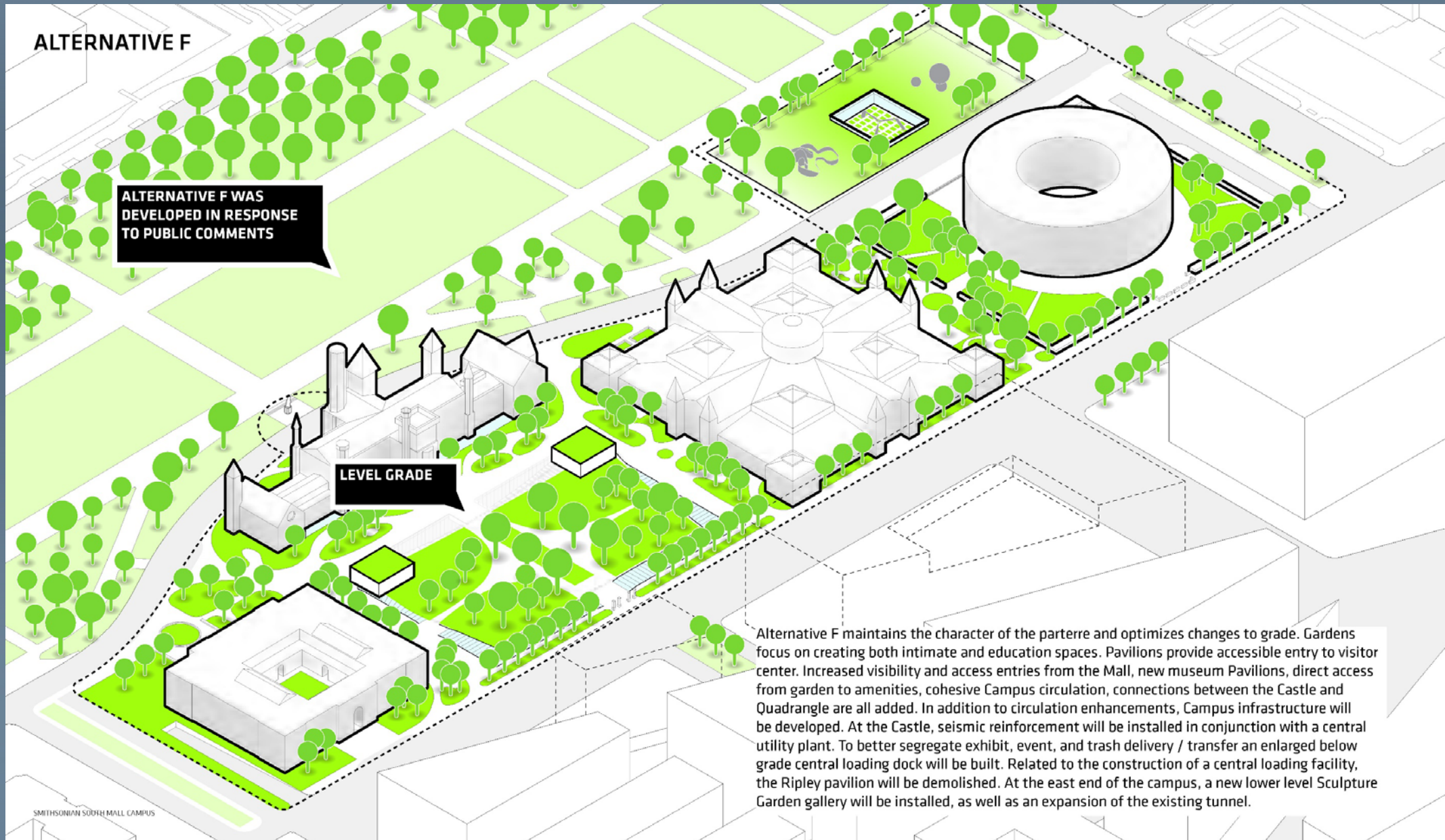
## ALTERNATIVE D - SCOPE BELOW GRADE





## ALTERNATIVE D - BELOW GRADE







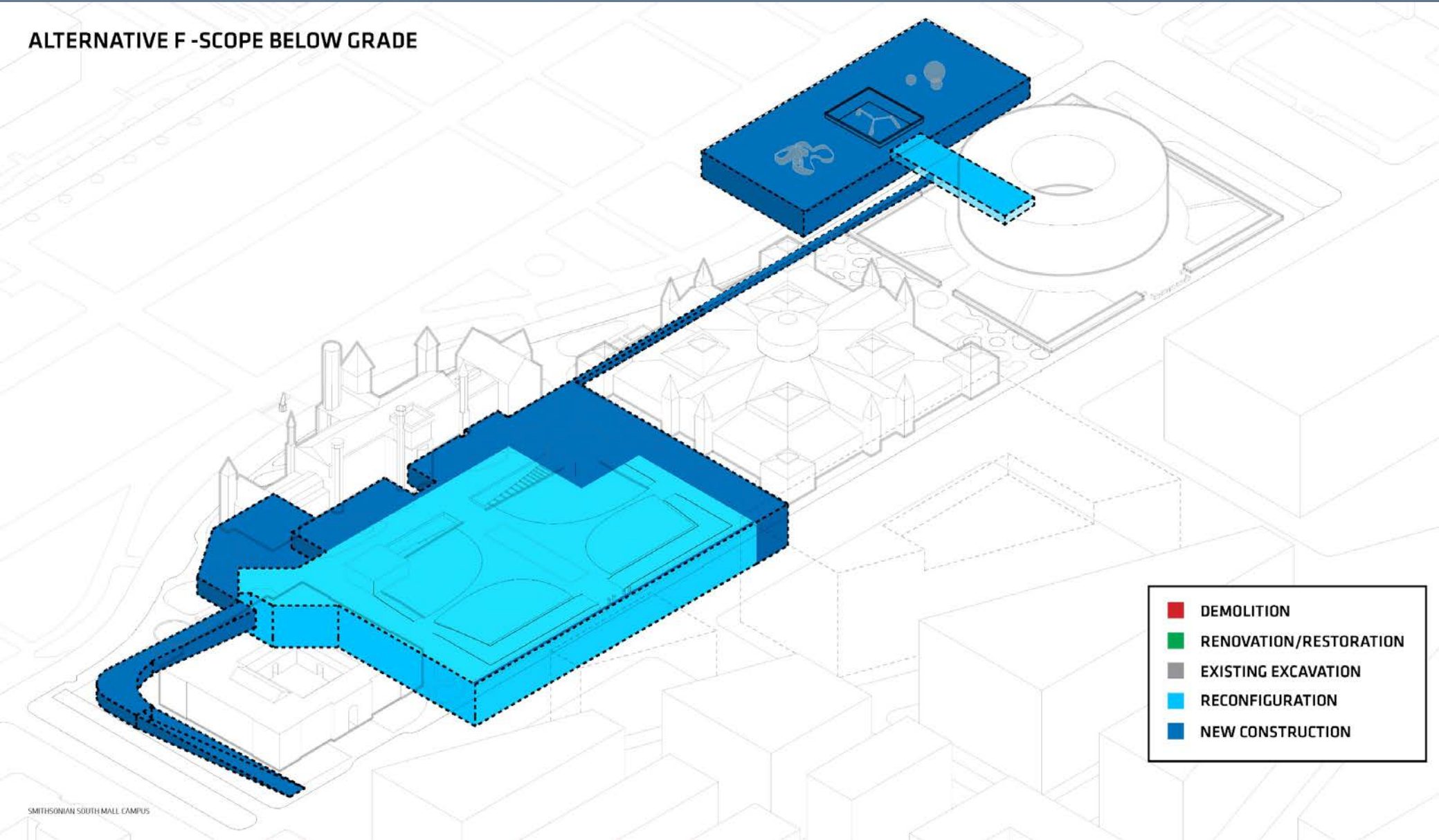
**ALTERNATIVE F - SCOPE ABOVE GRADE**

Legend:

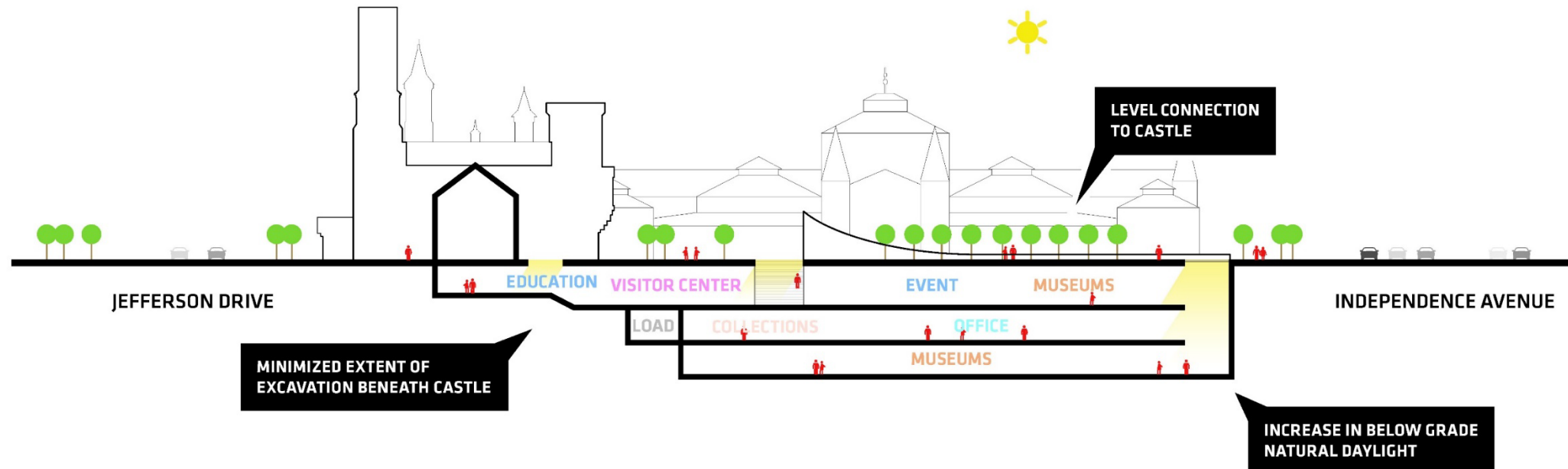
- DEMOLITION
- RENOVATION/RESTORATION
- EXISTING EXCAVATION
- RECONFIGURATION
- NEW CONSTRUCTION

SMITHSONIAN SOUTH MALL CAMPUS

ALTERNATIVE F -SCOPE BELOW GRADE

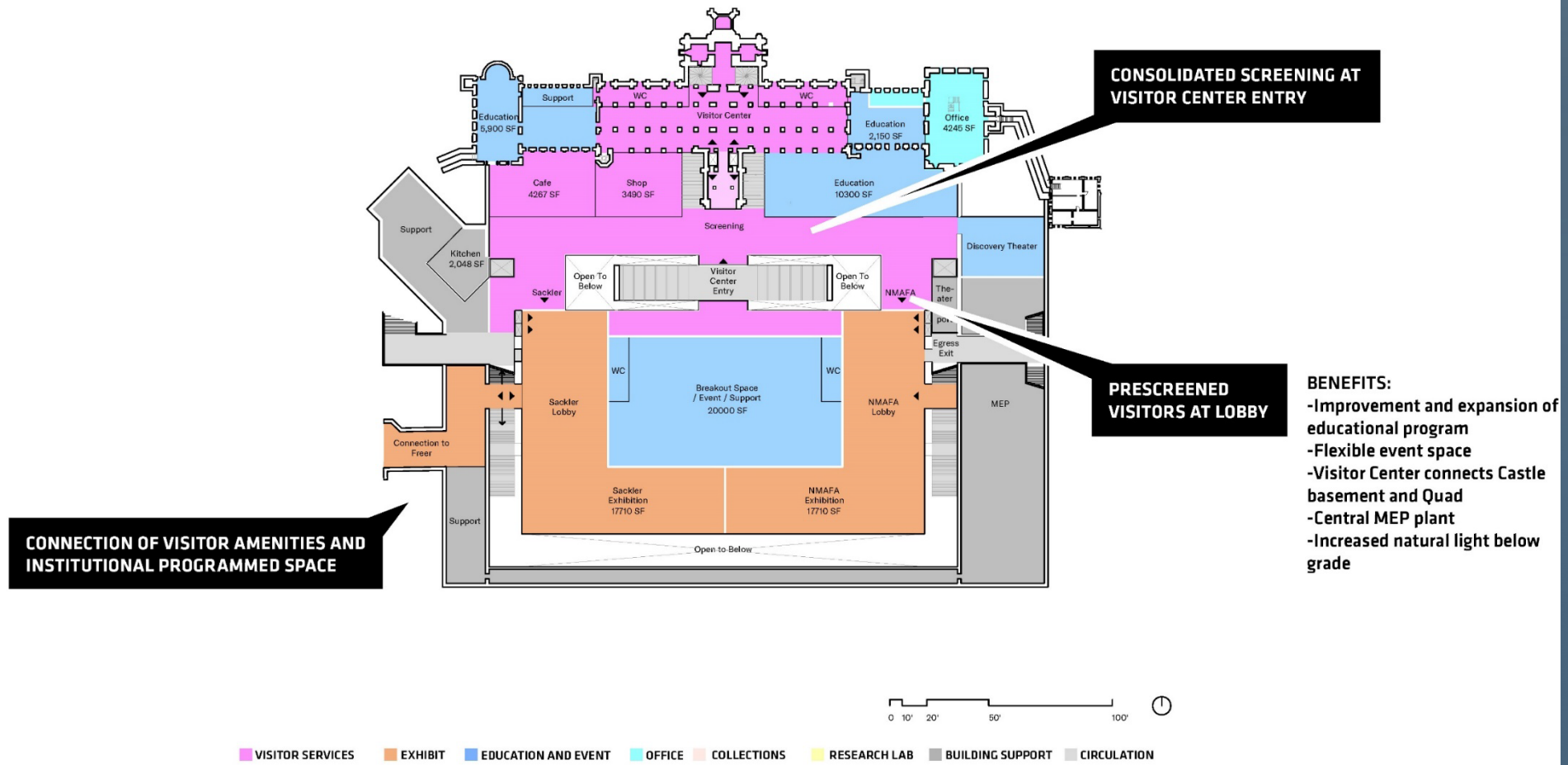


## ALTERNATIVE F - BELOW GRADE





## ALTERNATIVE F - BELOW GRADE



- Alternative D was initial concept developed by Smithsonian
- Alternative F was developed in response to agency comments and public feedback
- Major comments focused on the large “dip” in Alternative D, the amount of excavation, and change to a open, park-like setting
- Smithsonian, as project owner, currently believes Alternative F best meets their needs

## Public Comments on Alternative D



**CHARACTER OF GARDENS**  
The Haupt Garden appears too park-like.



**HISTORICAL SETTING OF CASTLE**  
Sloped grade at visitor entry creates the impression of the Castle sitting on a glass plinth.



**EXTENT OF EXCAVATION**  
Two levels of excavation beneath the Castle that extend towards Jefferson and the Quad.

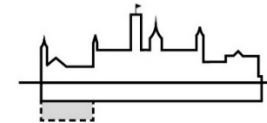
## Strategies for Alternative F



**CHARACTER OF GARDENS**  
Updated gardens take inspiration from the intimate characteristics of the existing gardens.



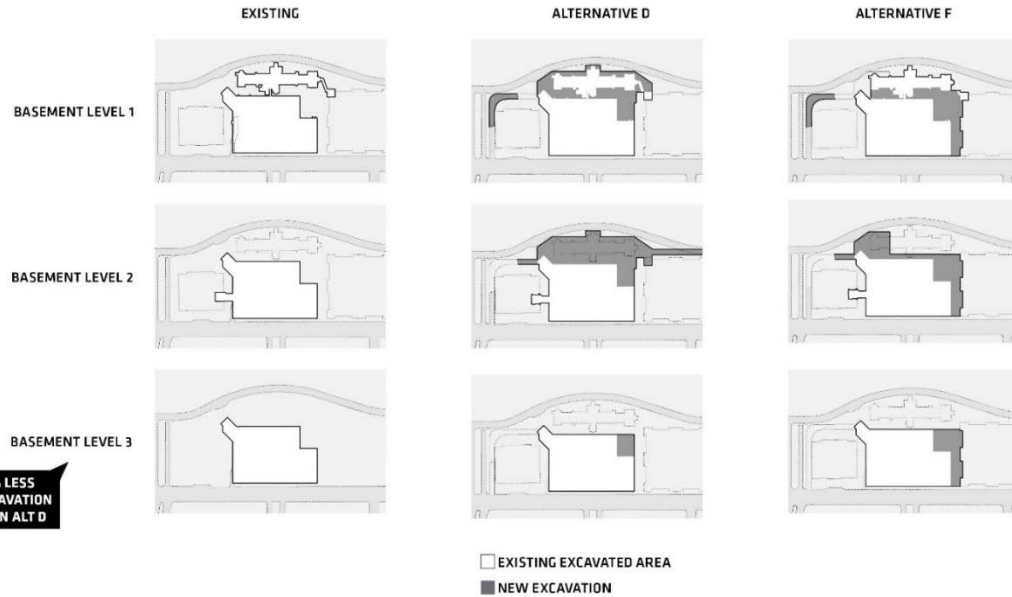
**HISTORICAL SETTING OF CASTLE**  
Haupt Garden retains a level relationship to the Castle.



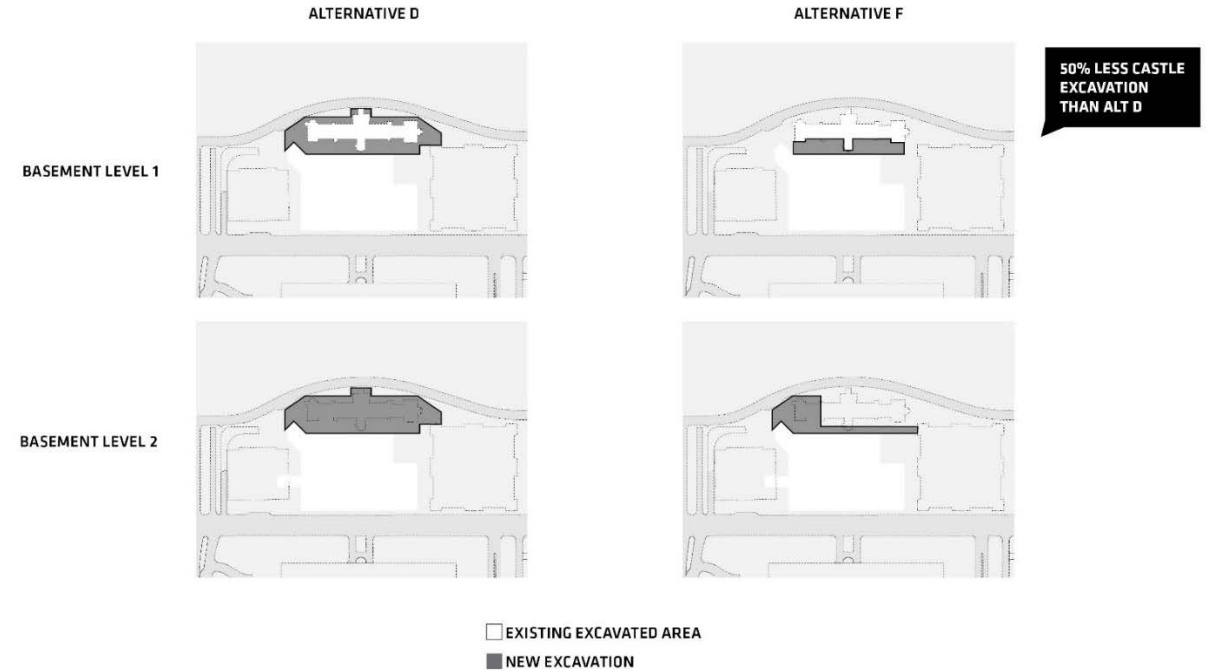
**EXTENT OF EXCAVATION**  
Limited excavation beneath the Castle.



## EXCAVATION COMPARISON

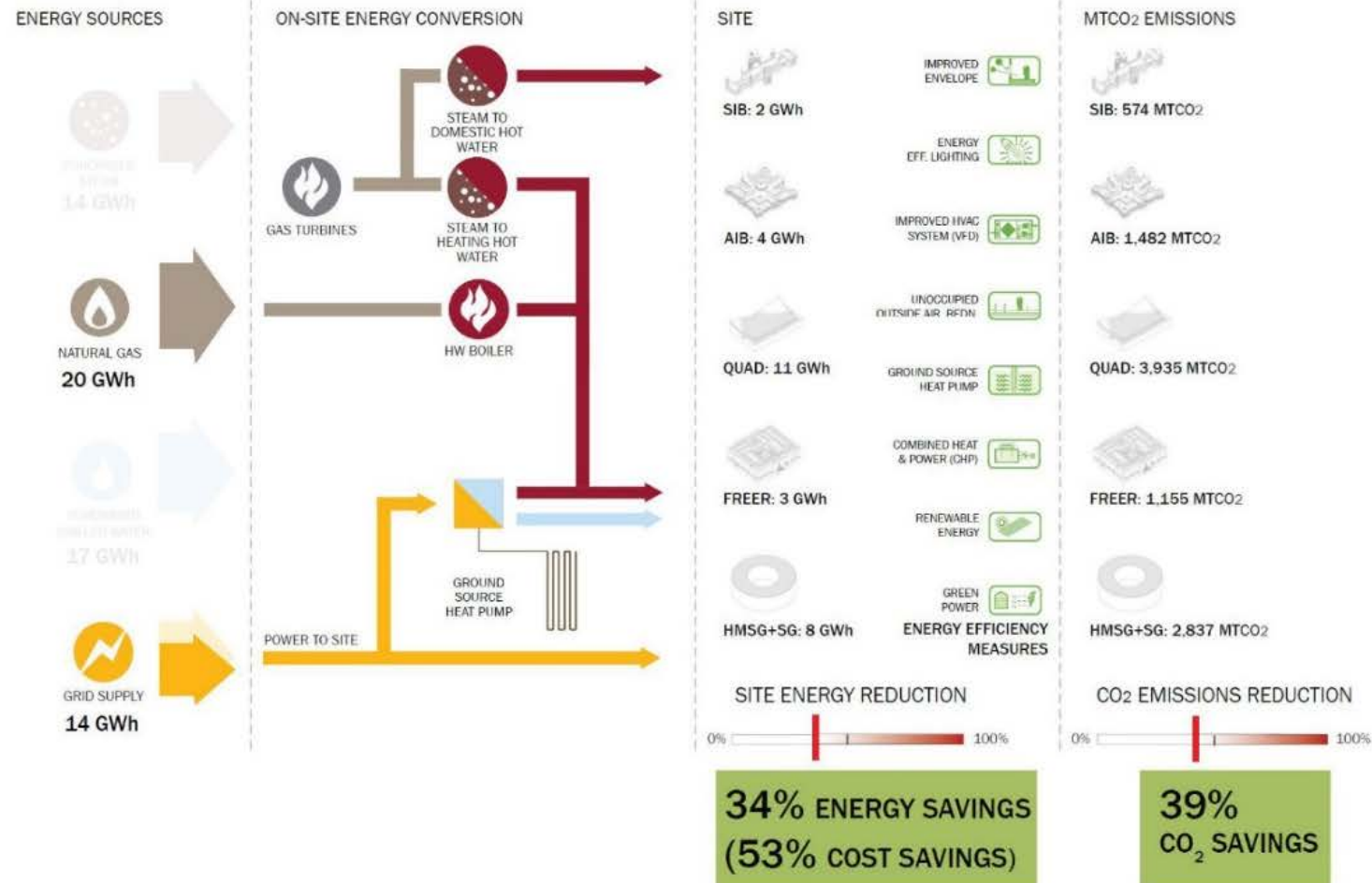


SMITHSONIAN SOUTH MALL CANAL

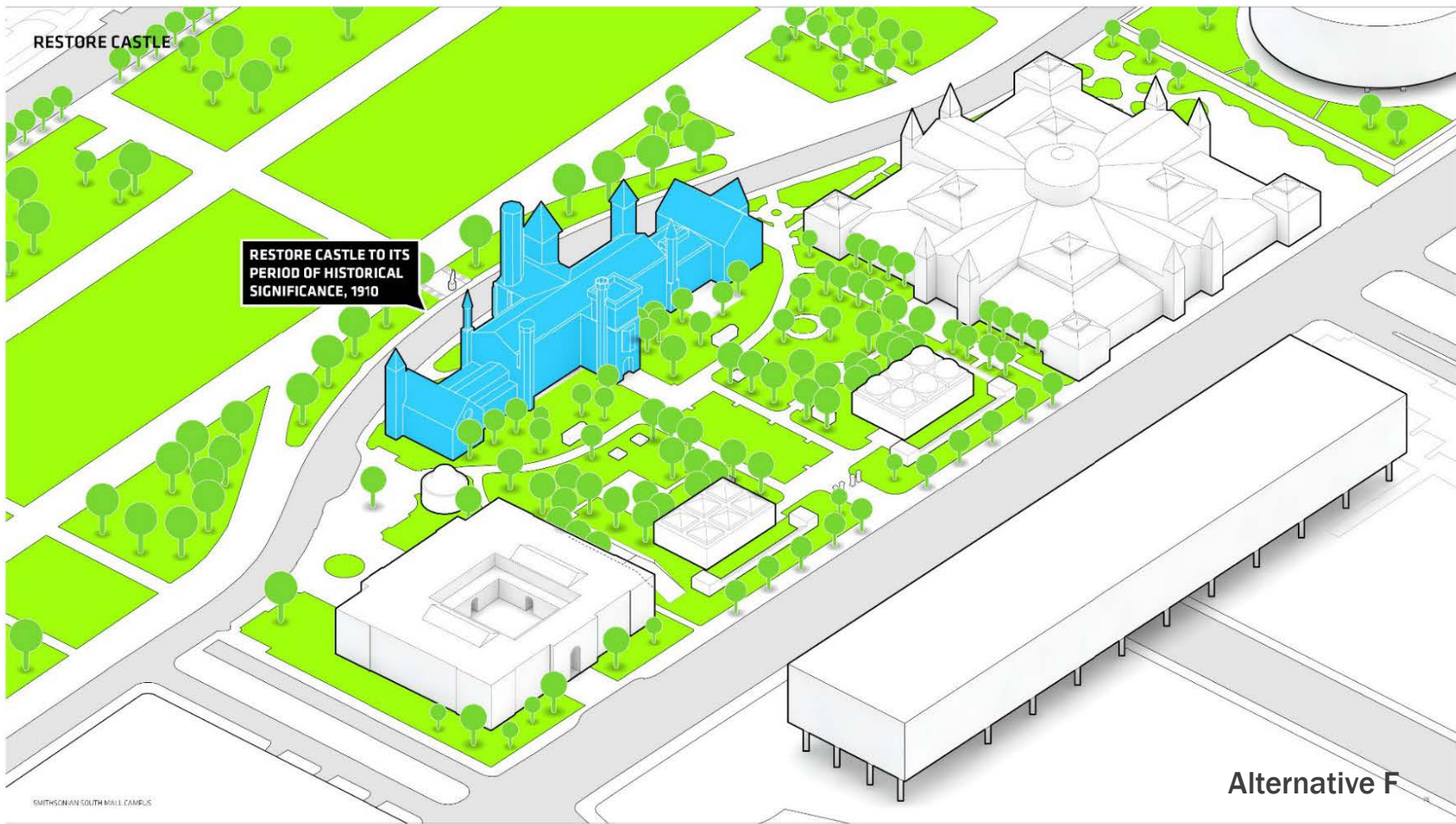


AMPUS

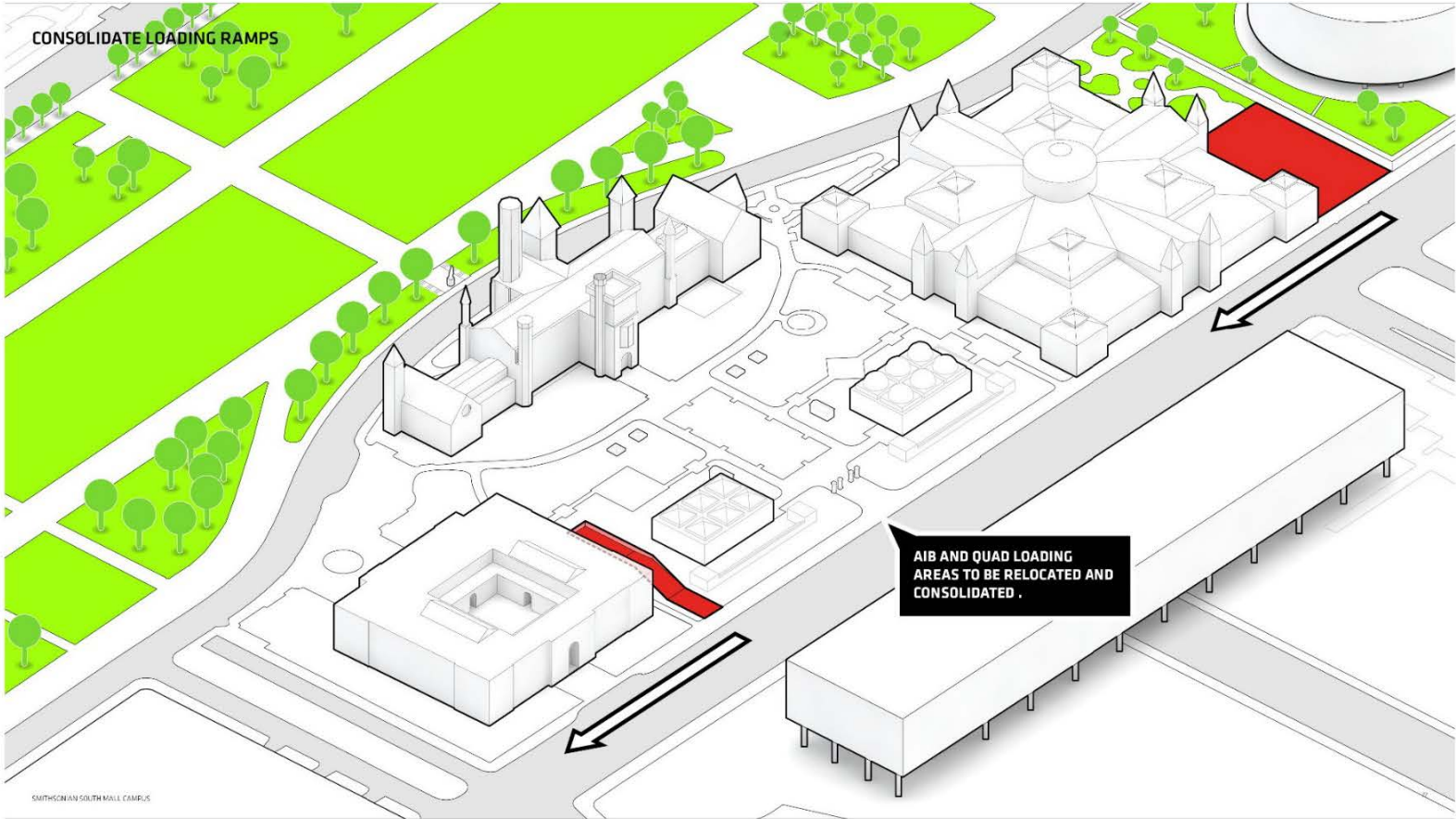
## ENERGY USE



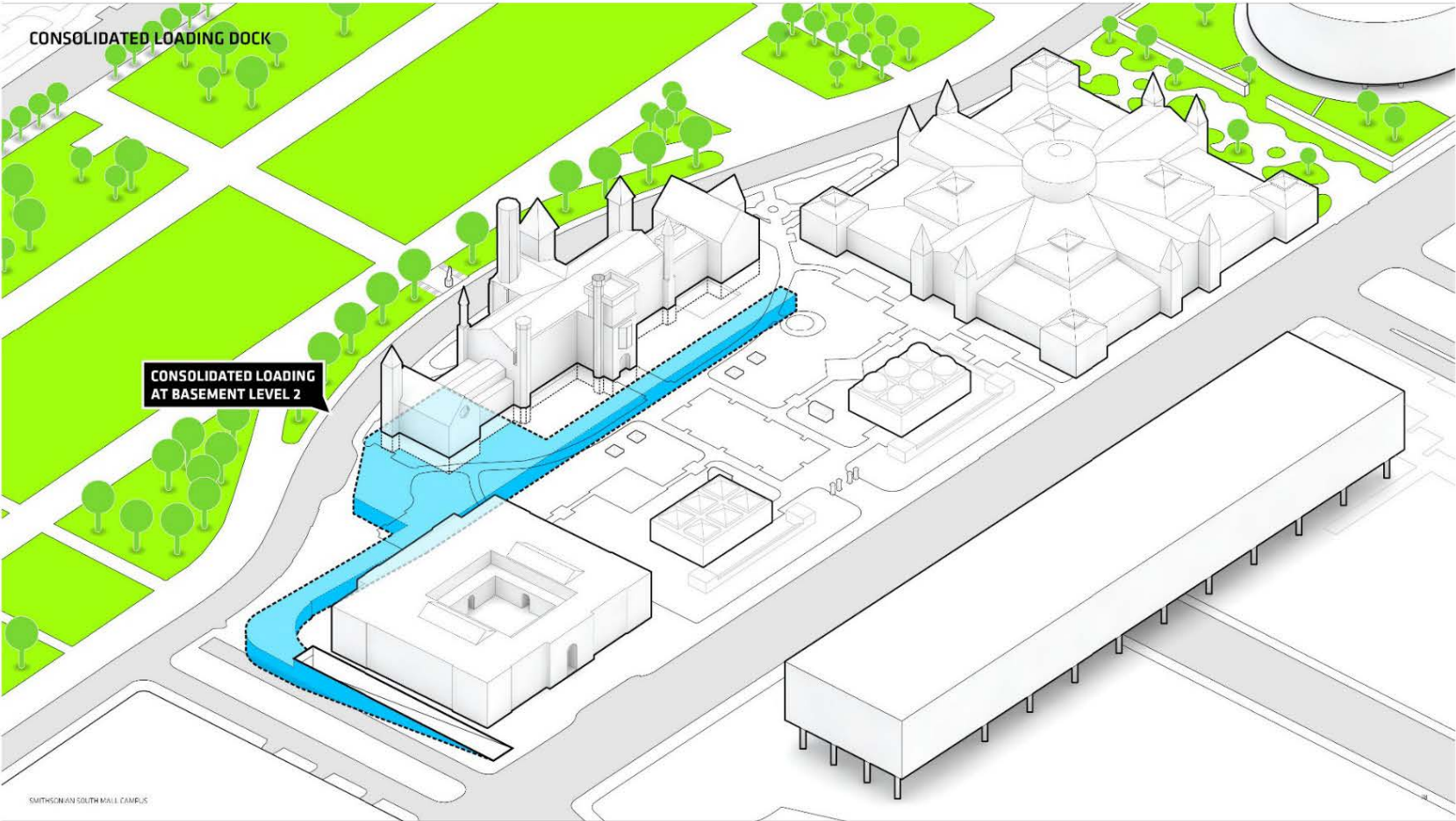
**ALT F REDUCED  
ENERGY COST**





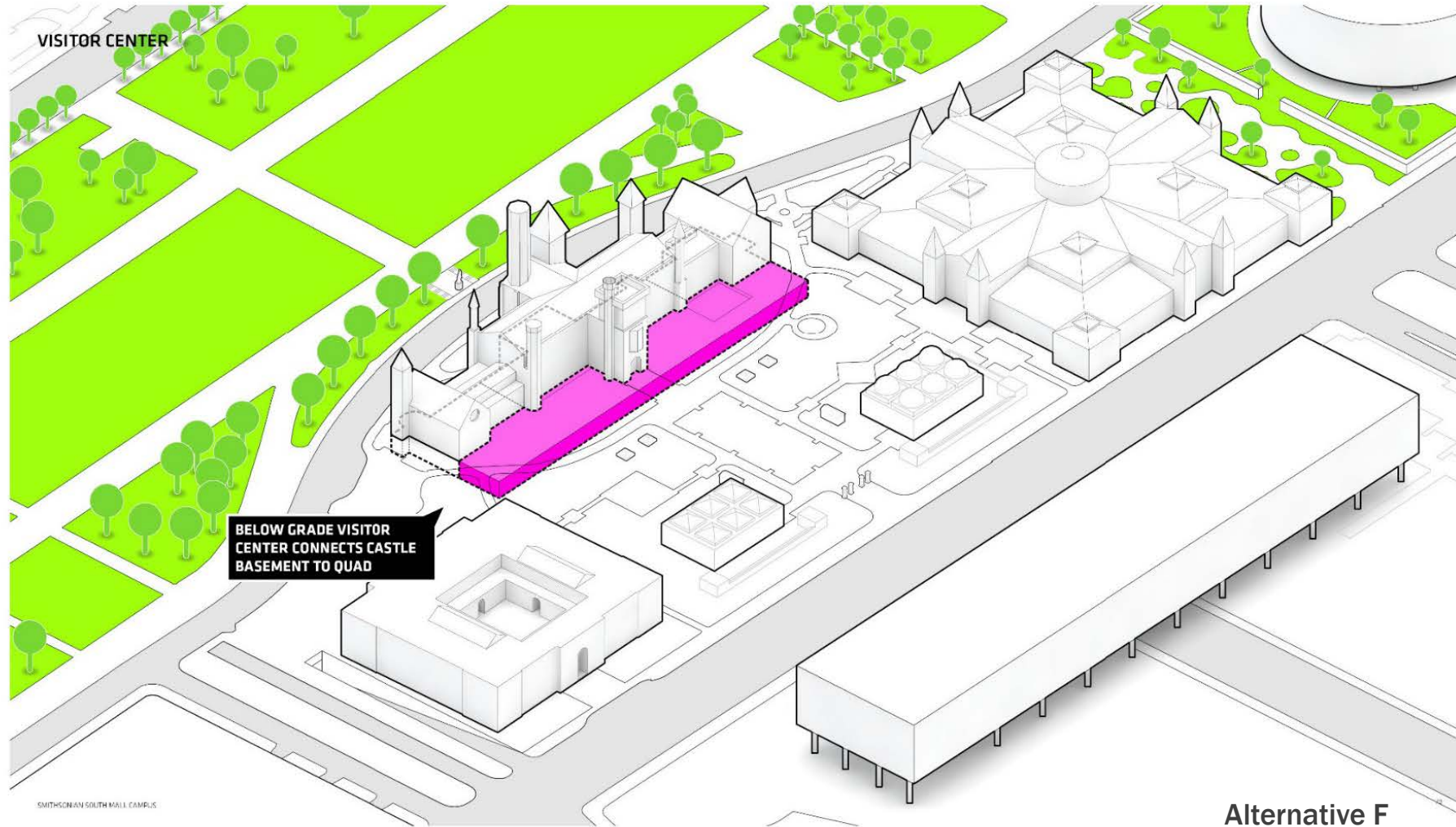


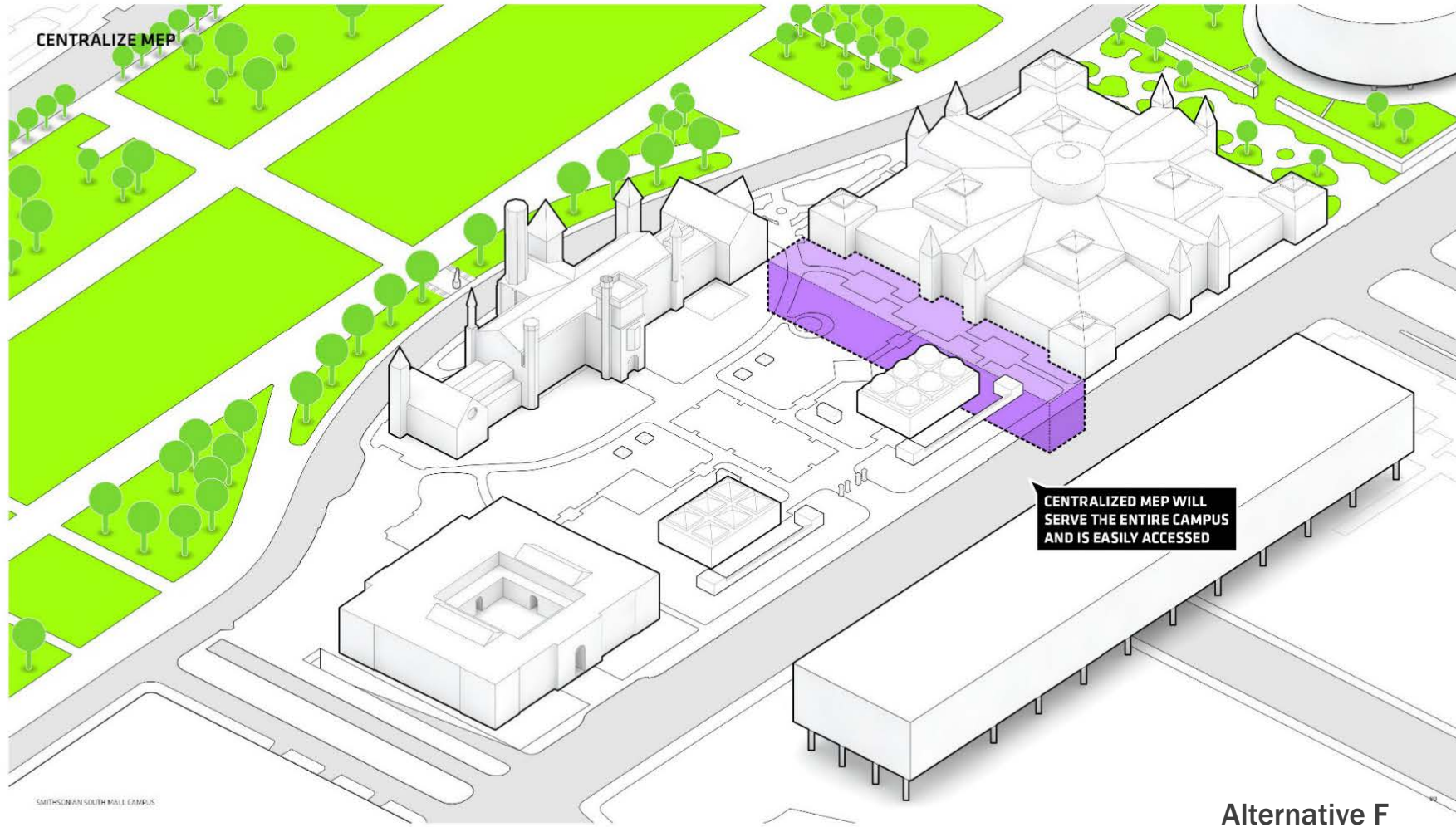
Alternative F



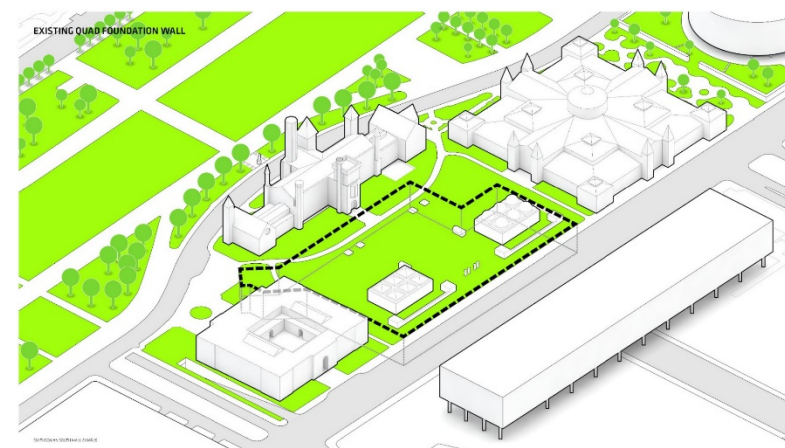
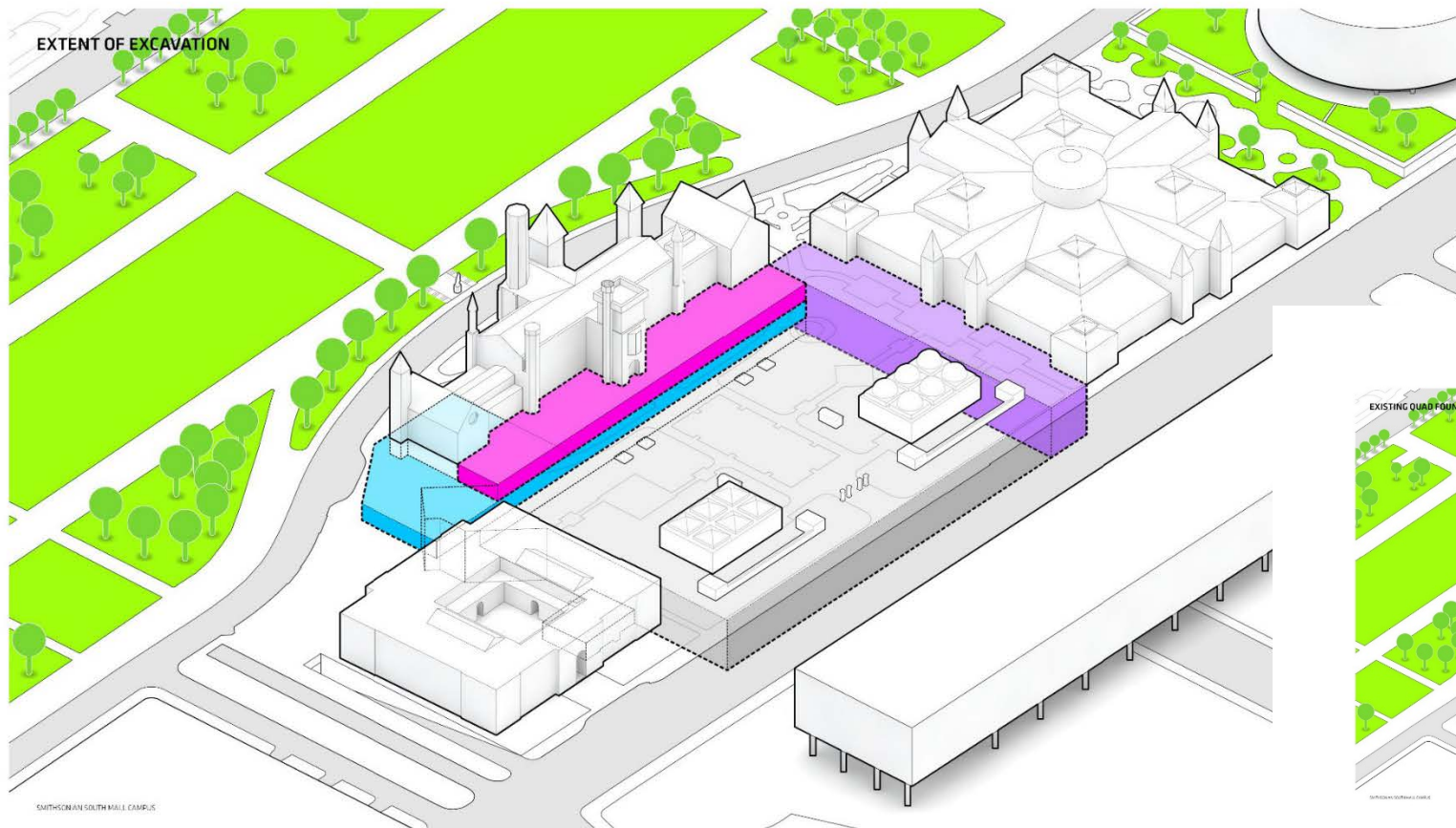
Alternative F



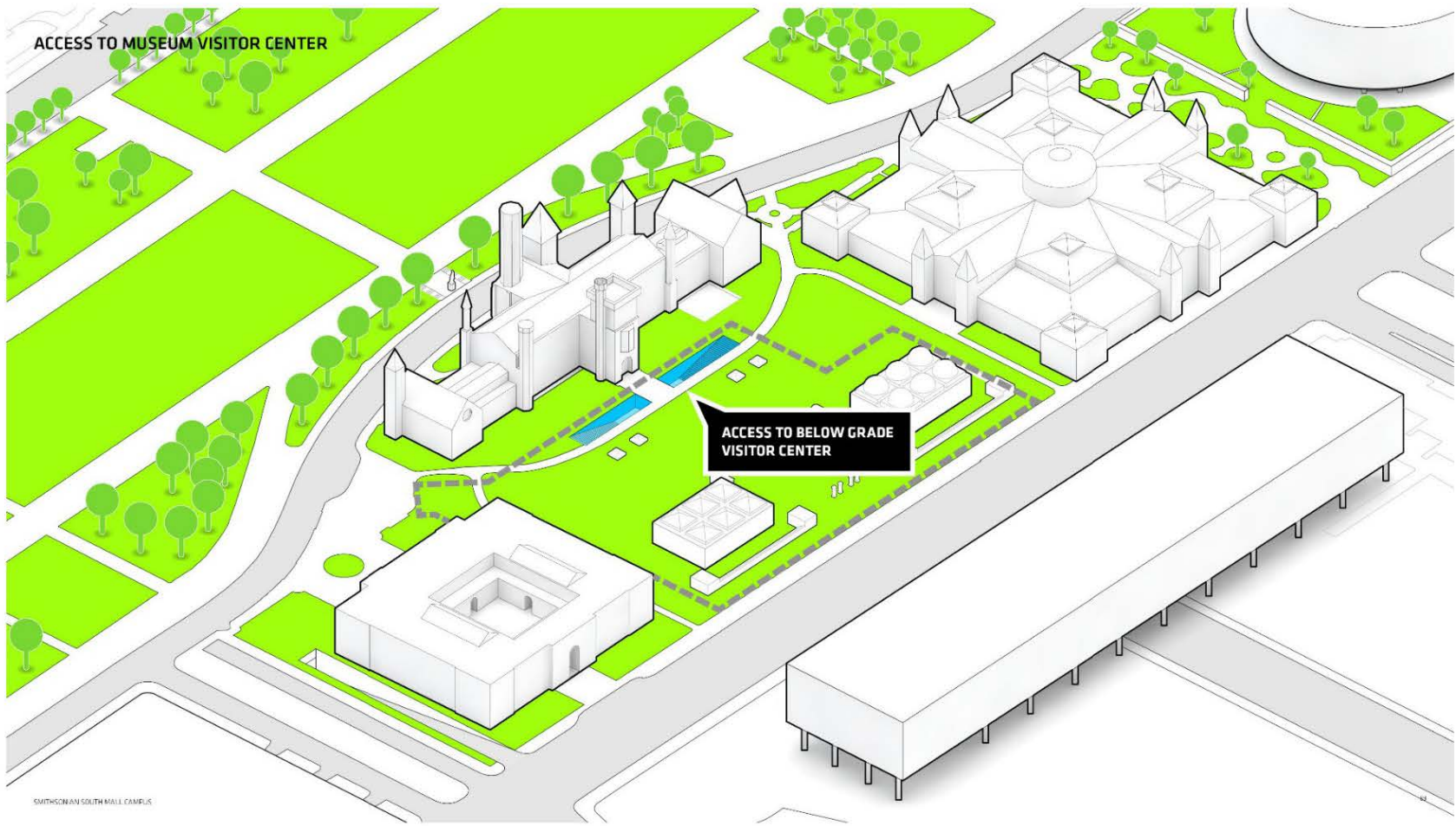




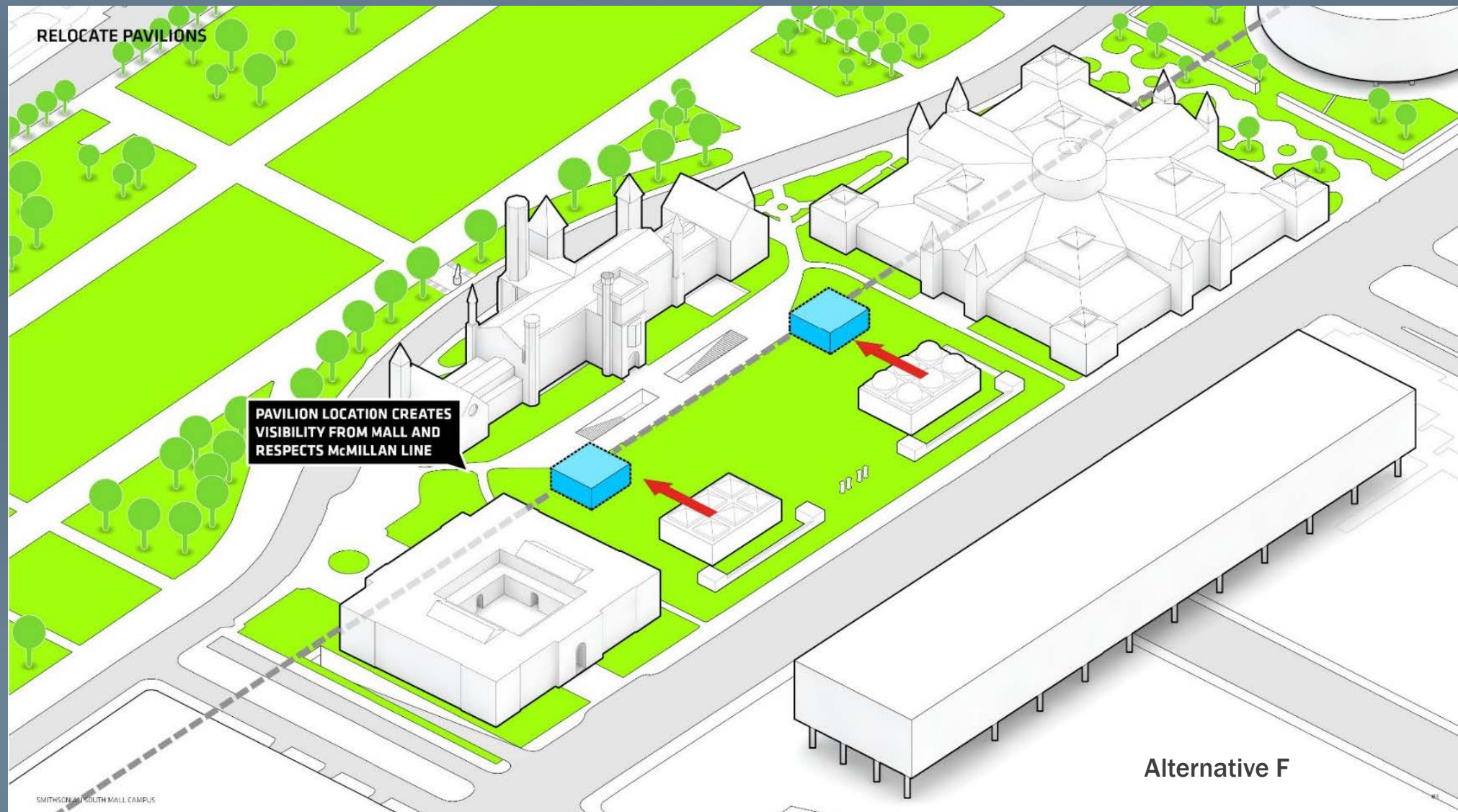




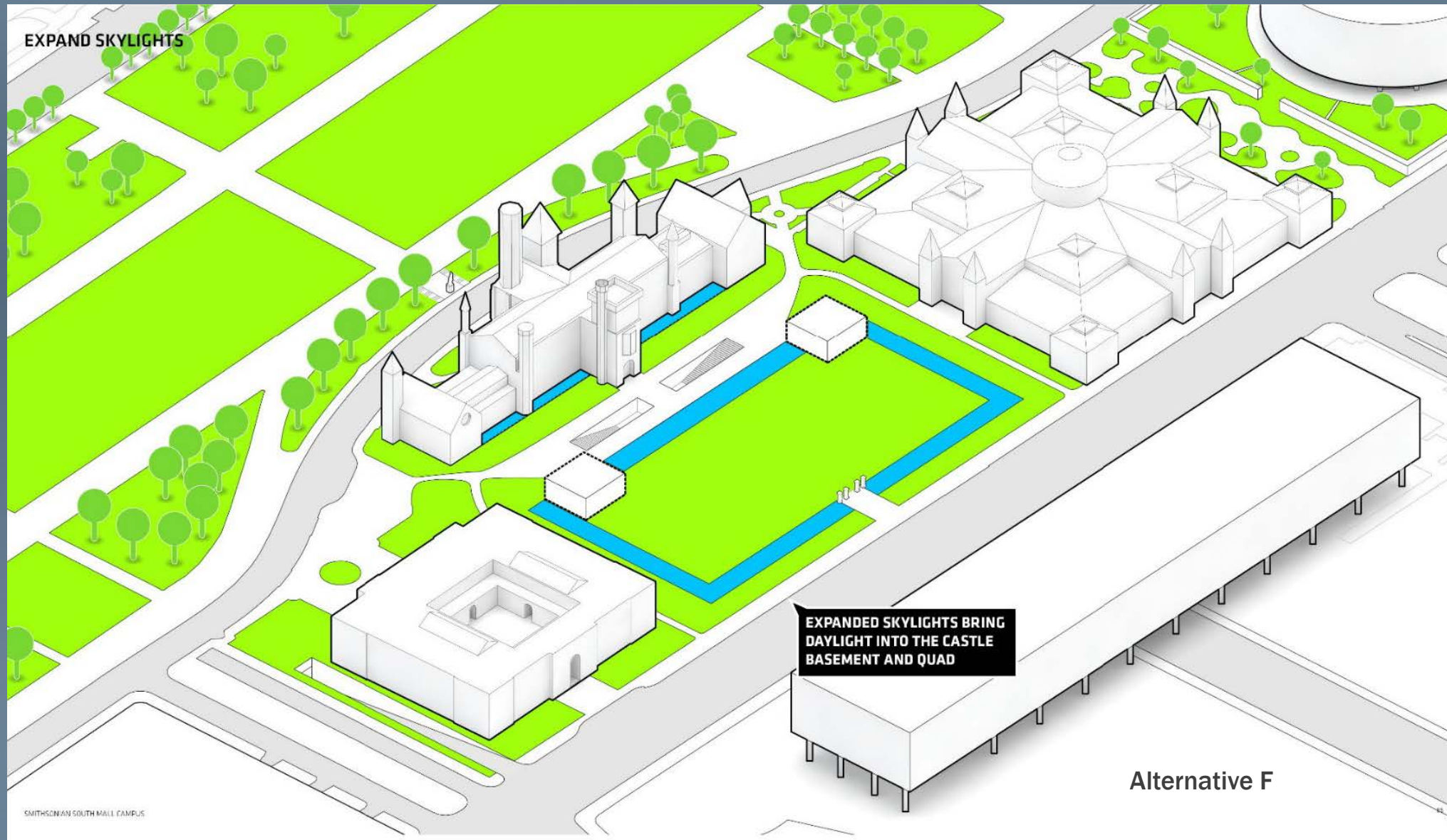




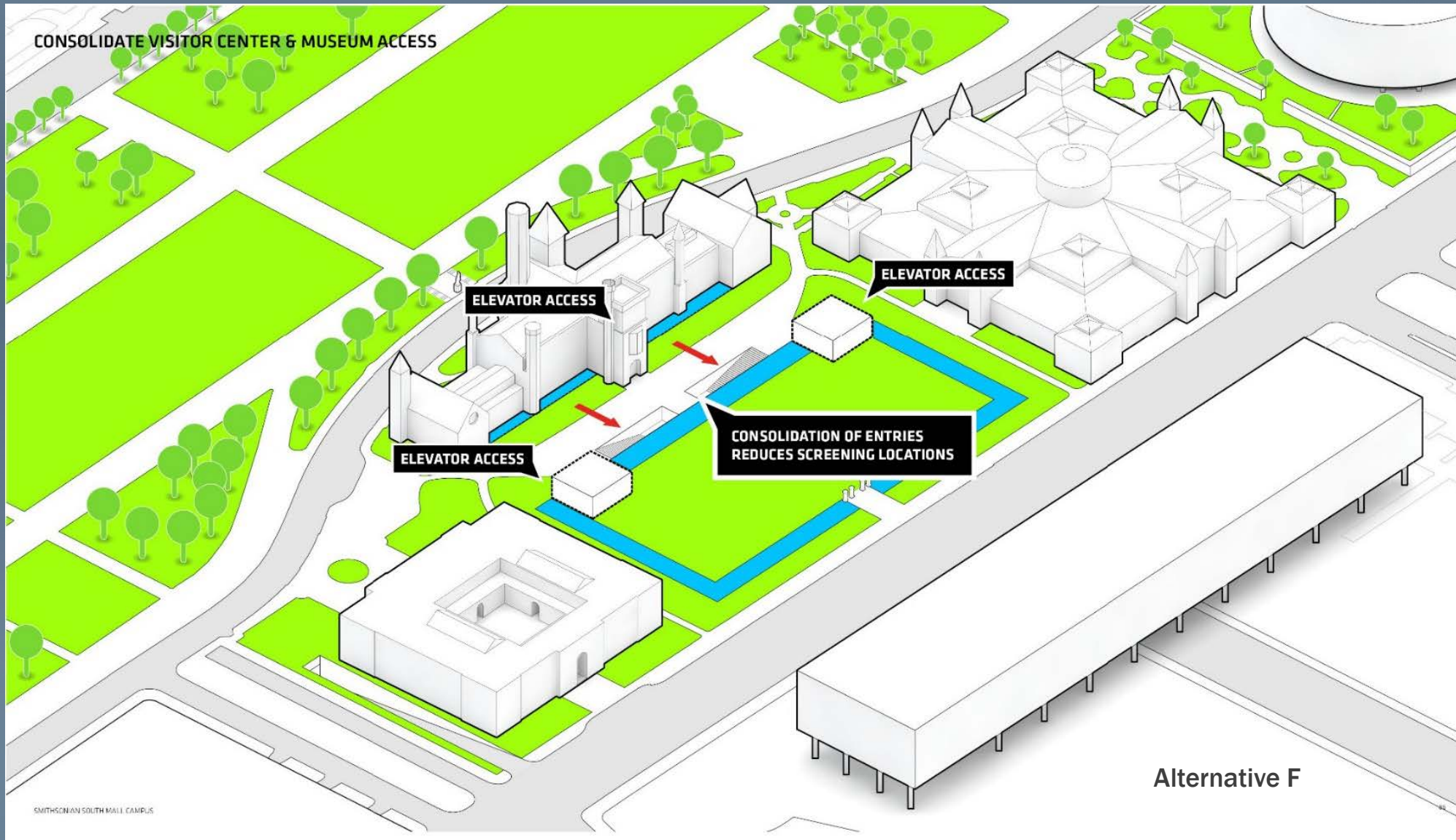
Alternative F



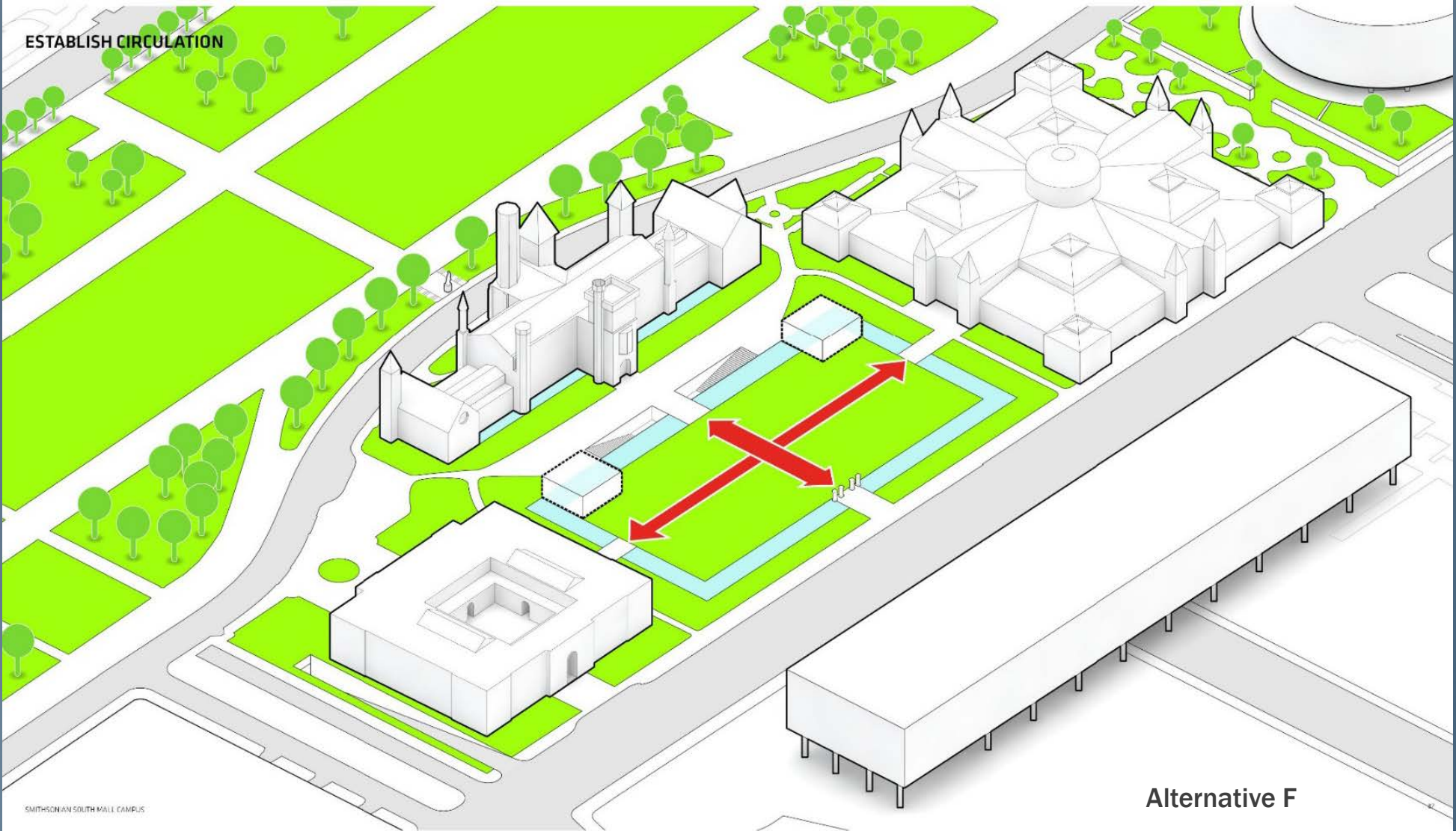




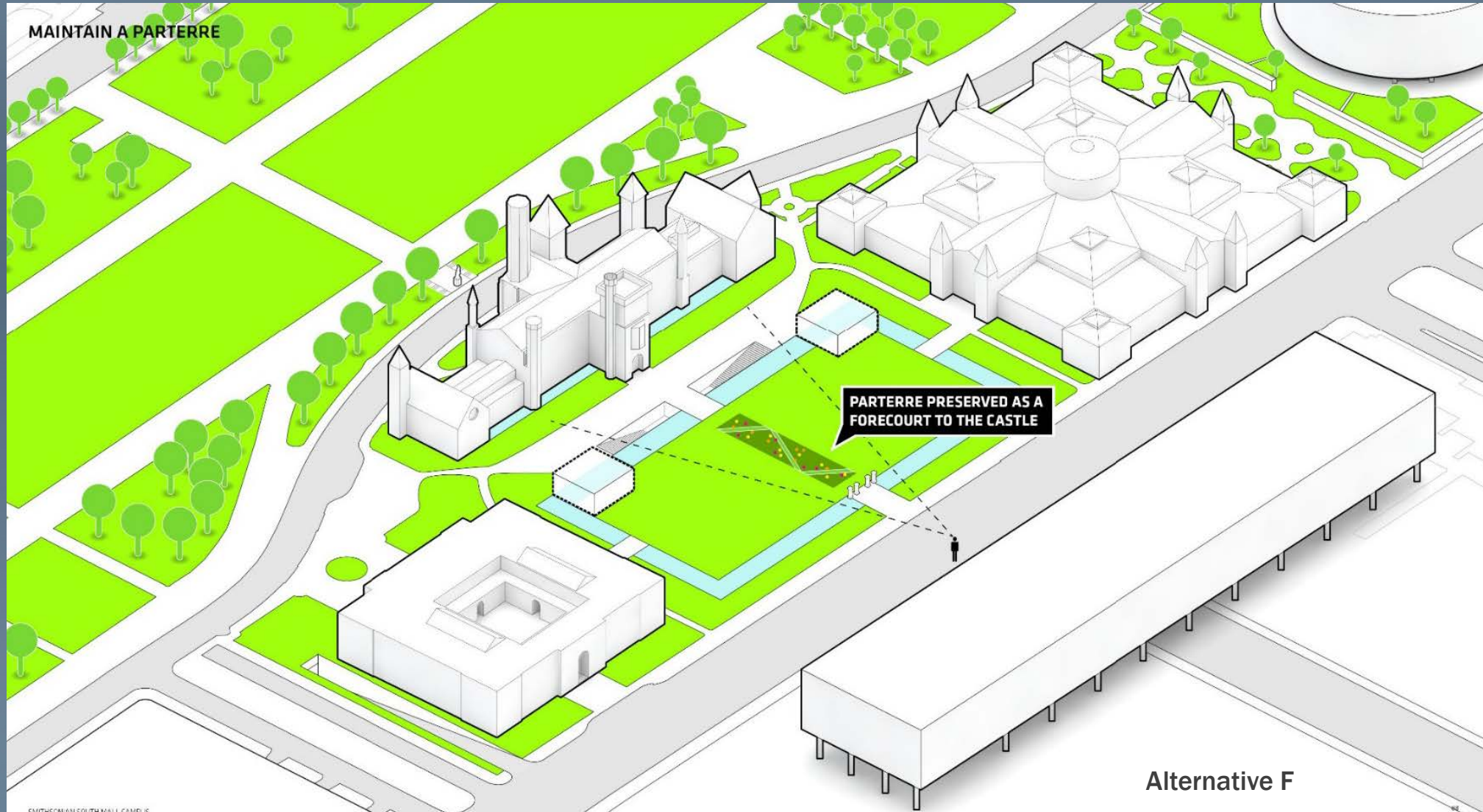




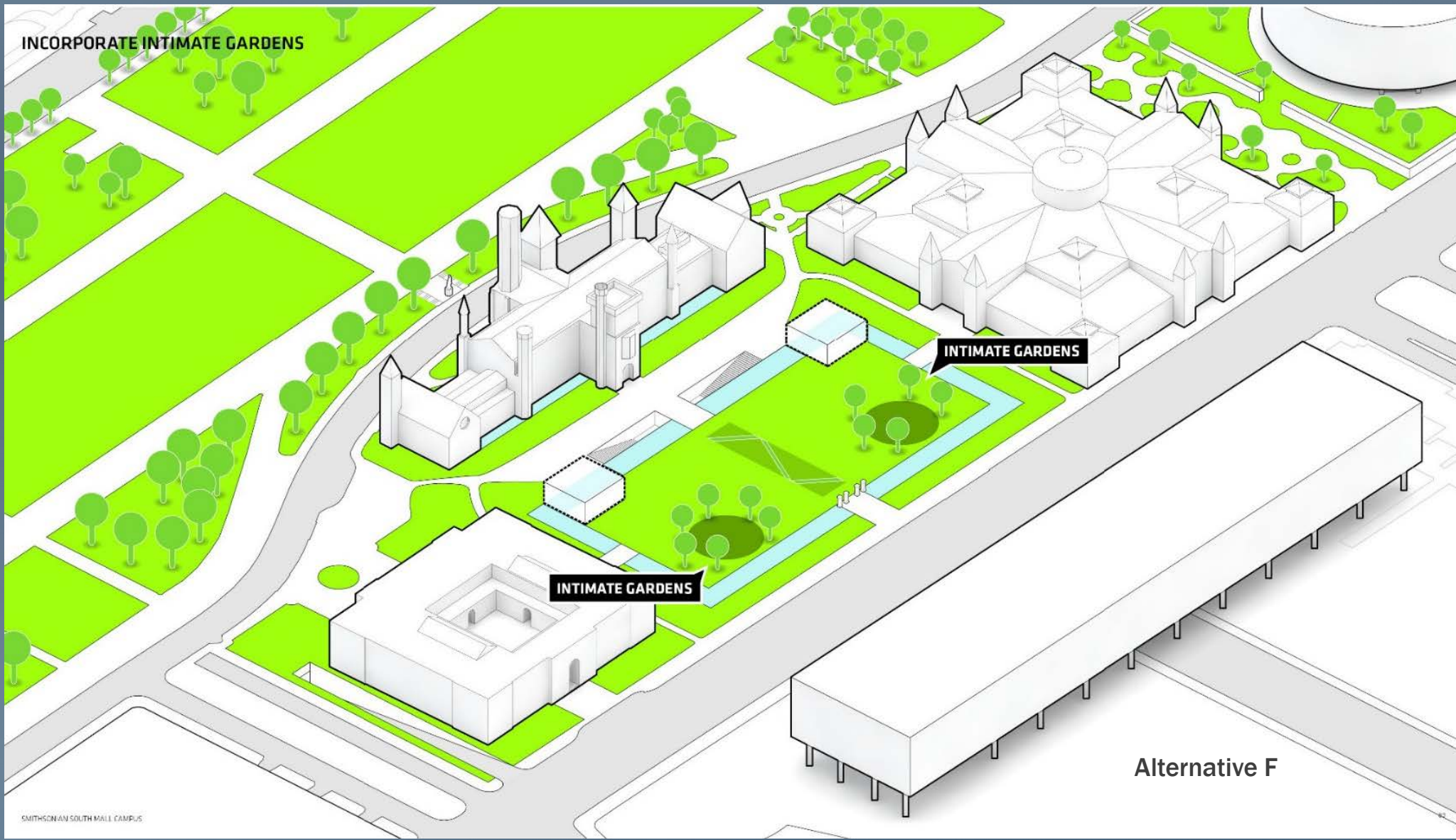




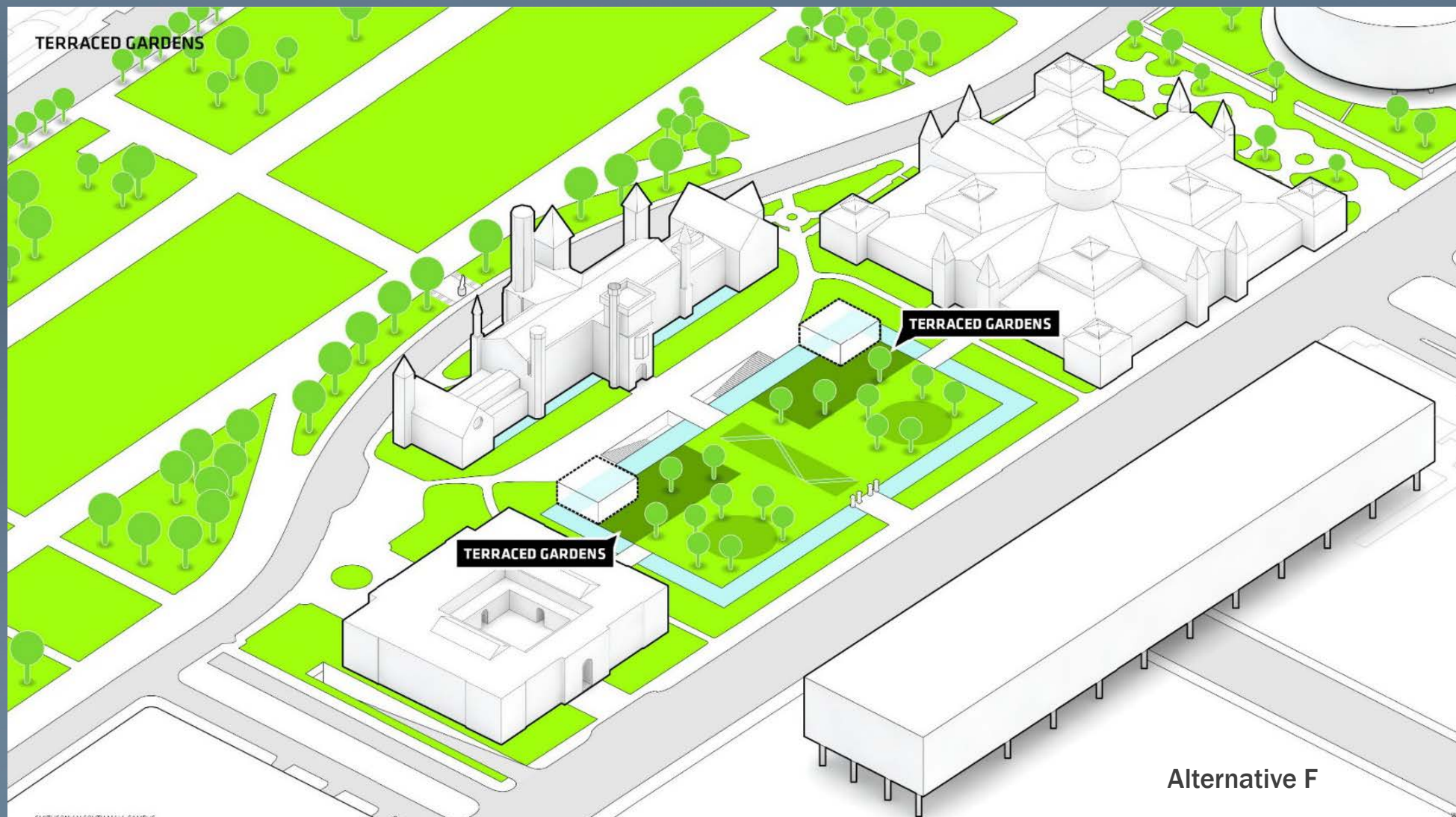




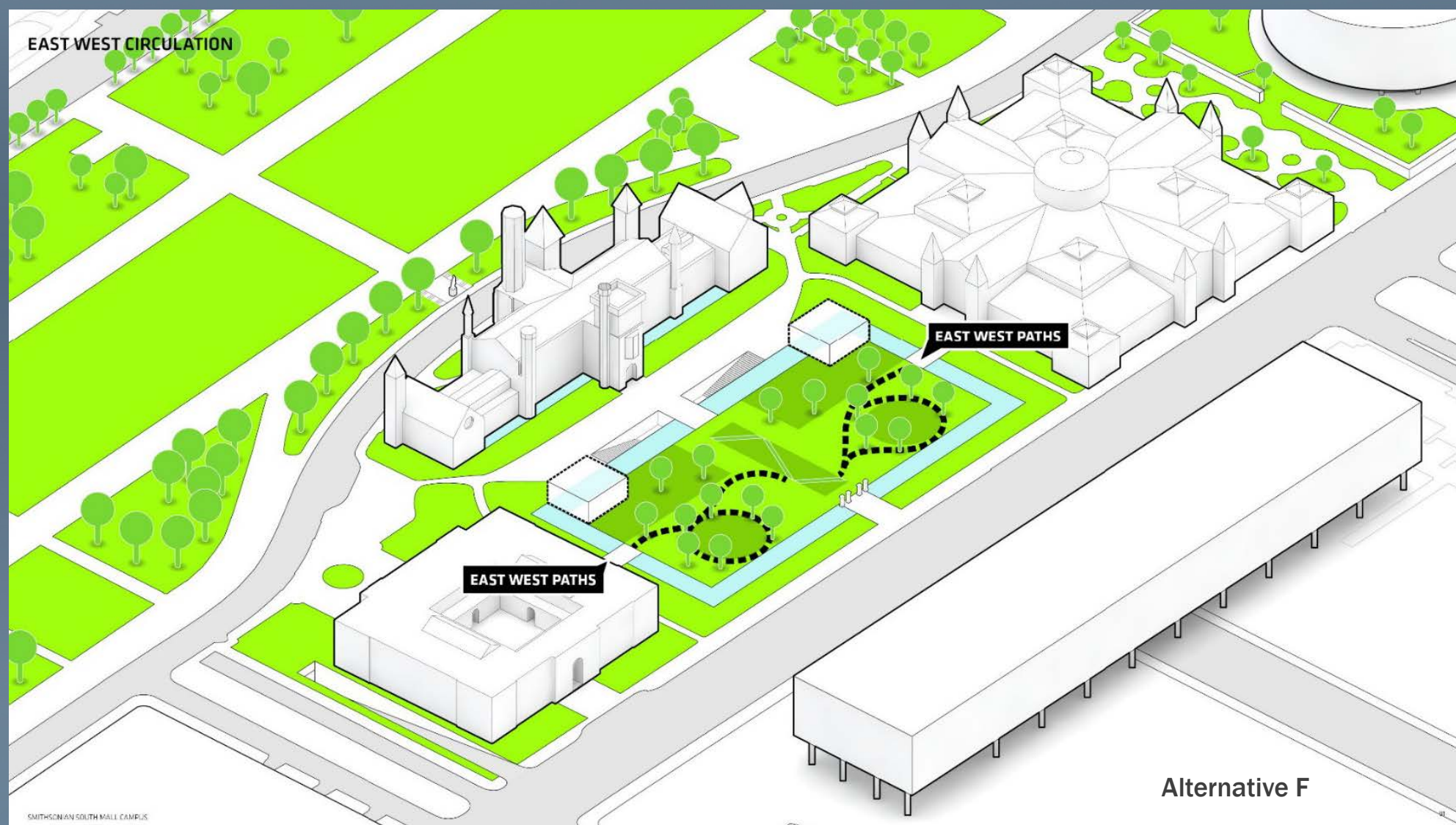






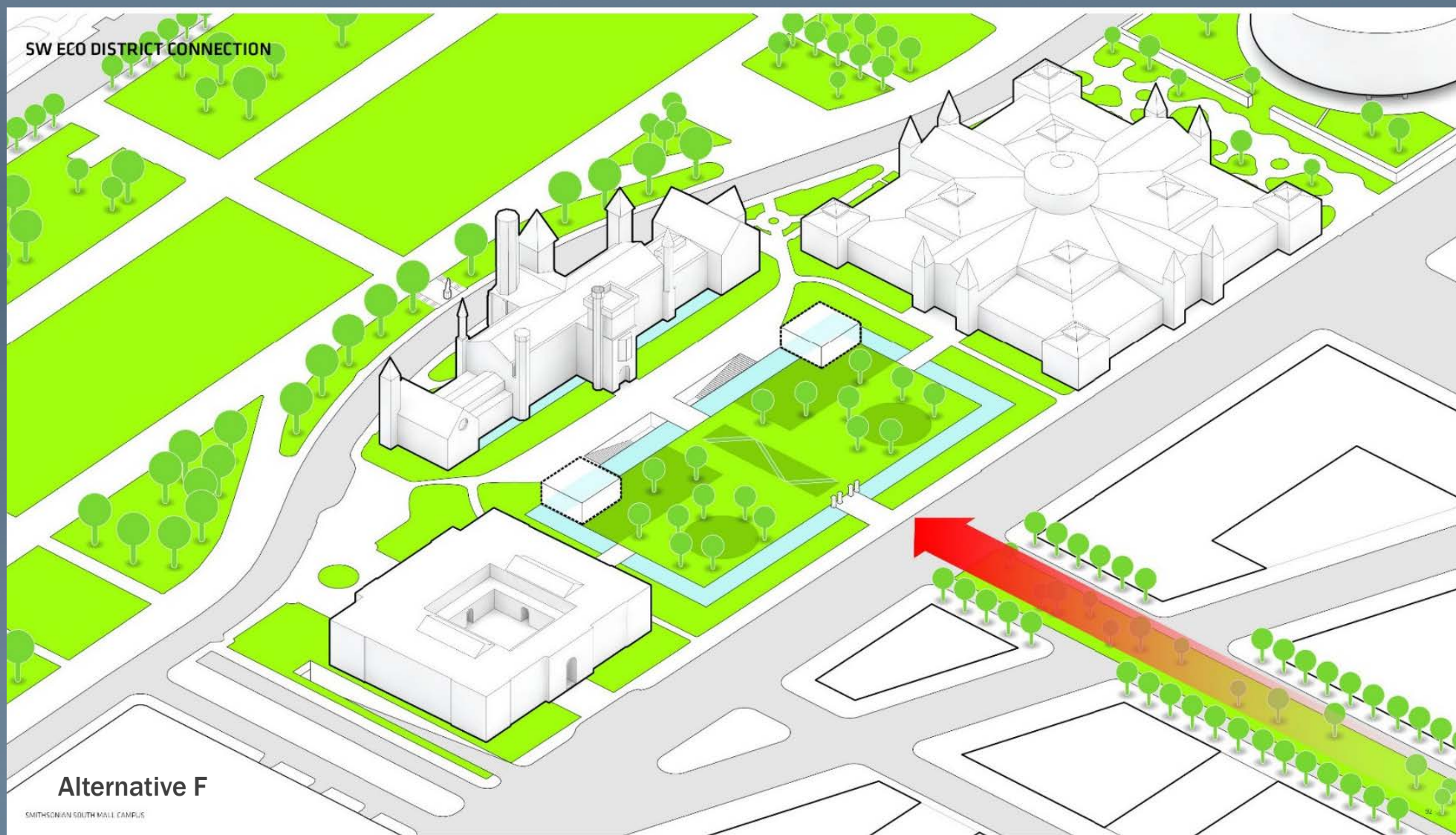




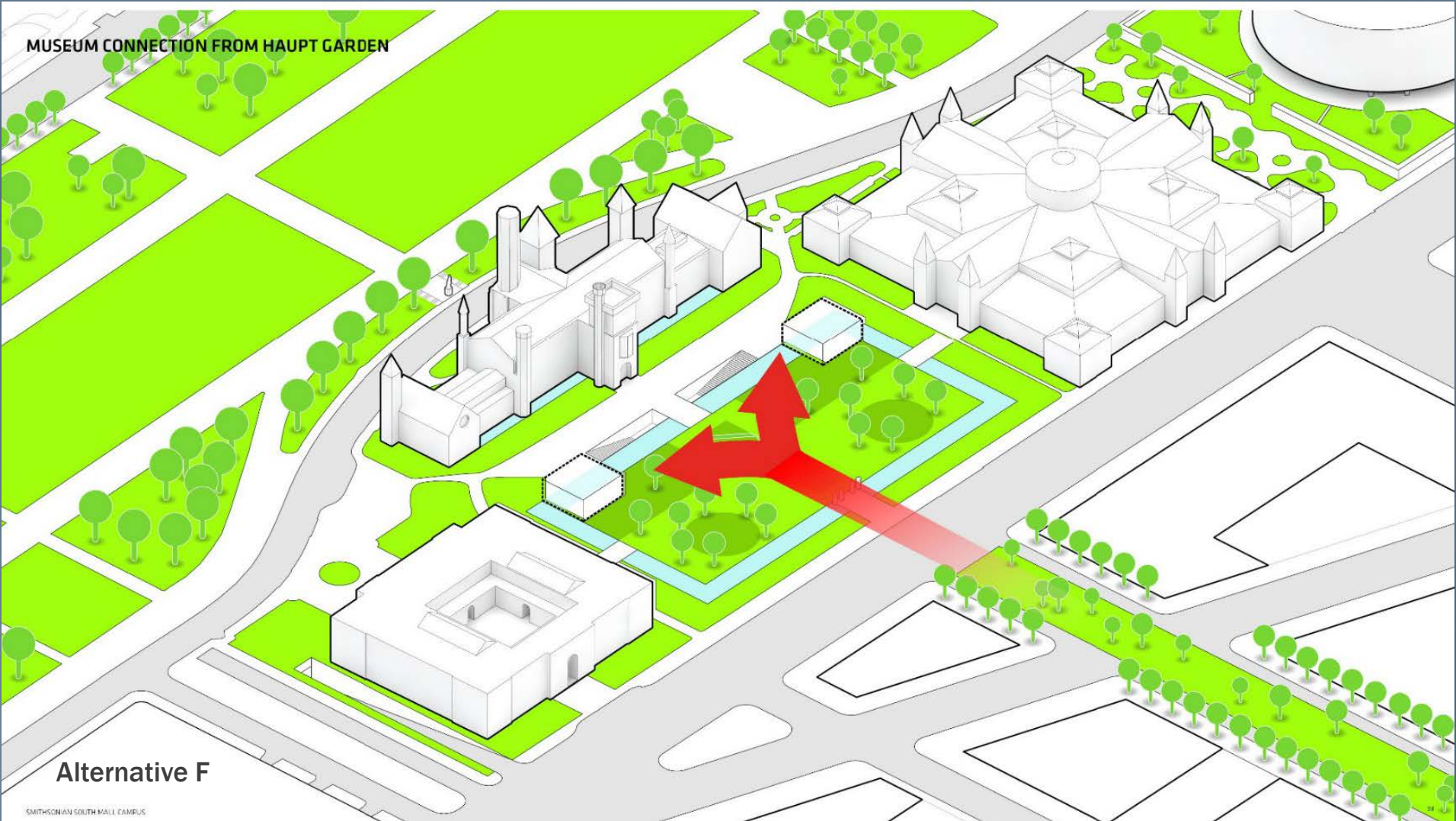


Alternative F

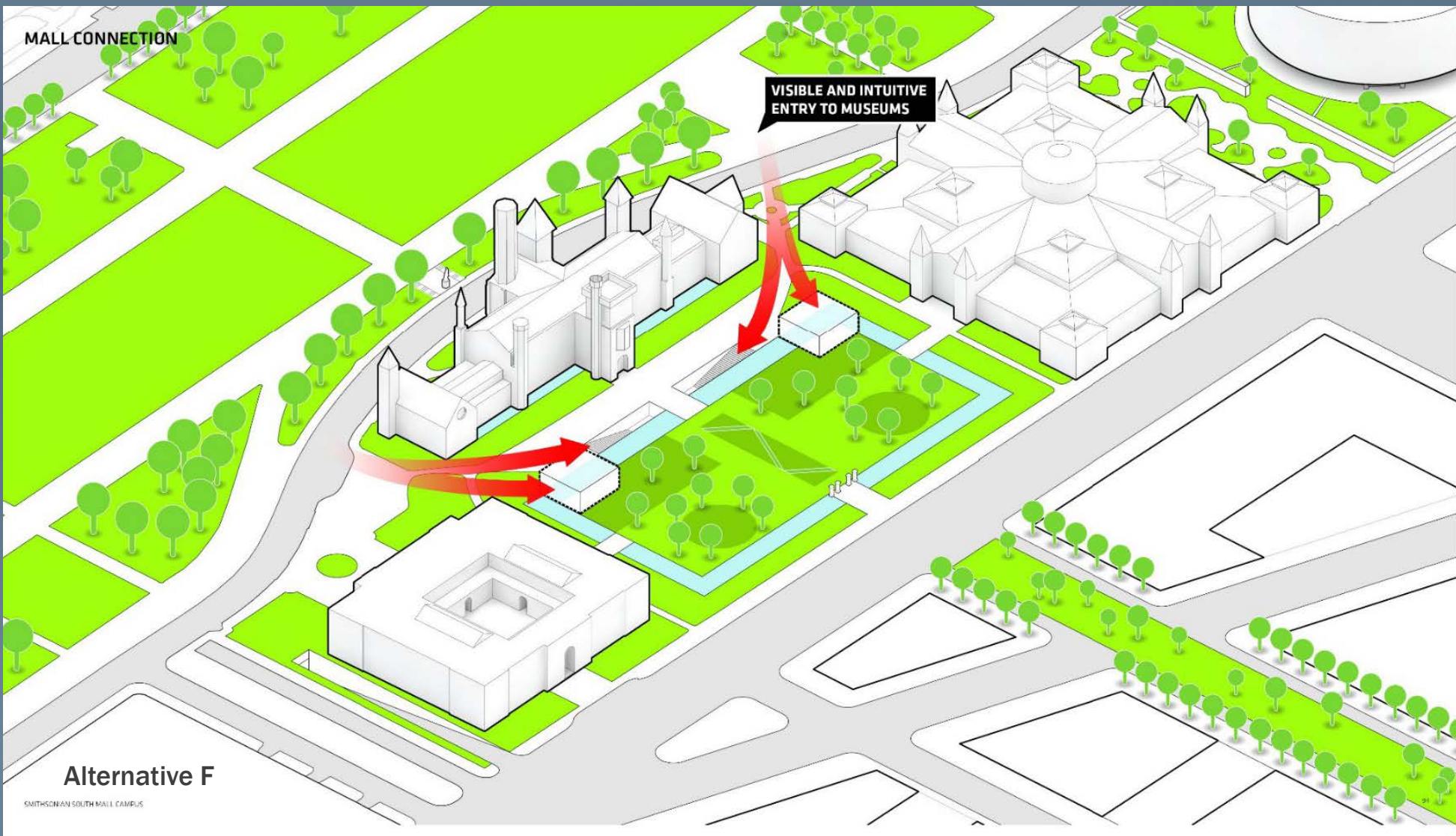






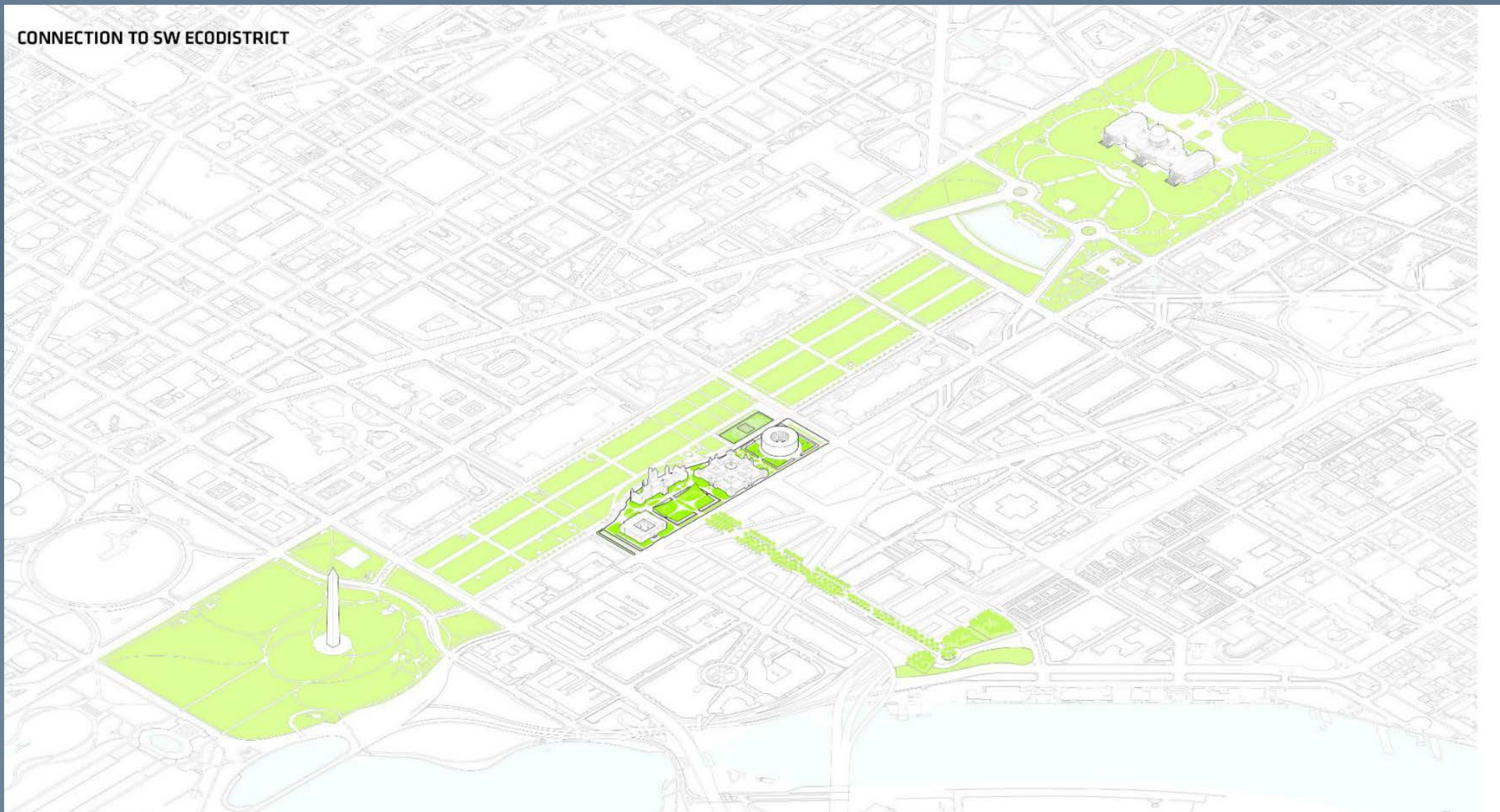


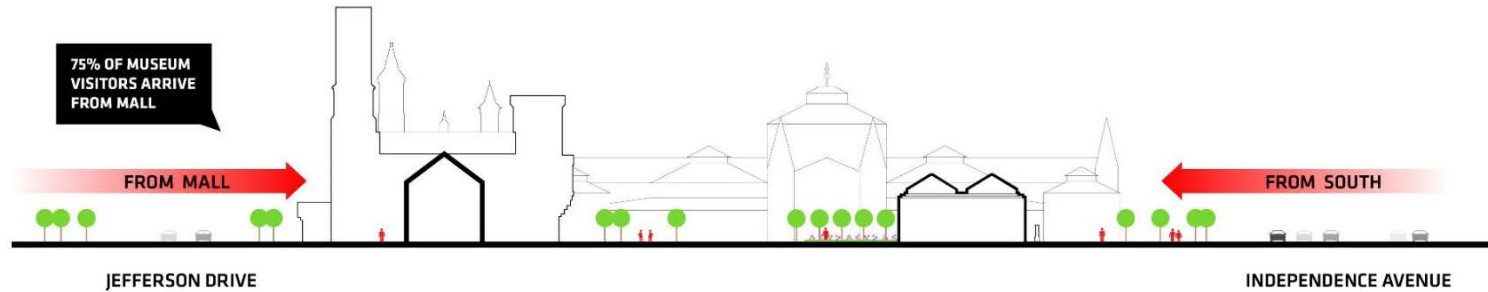




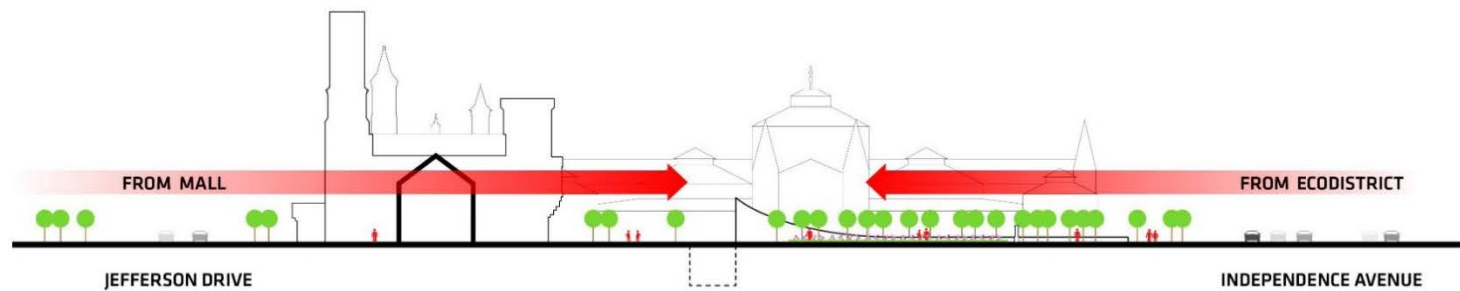


## CONNECTION TO SW ECODISTRICT



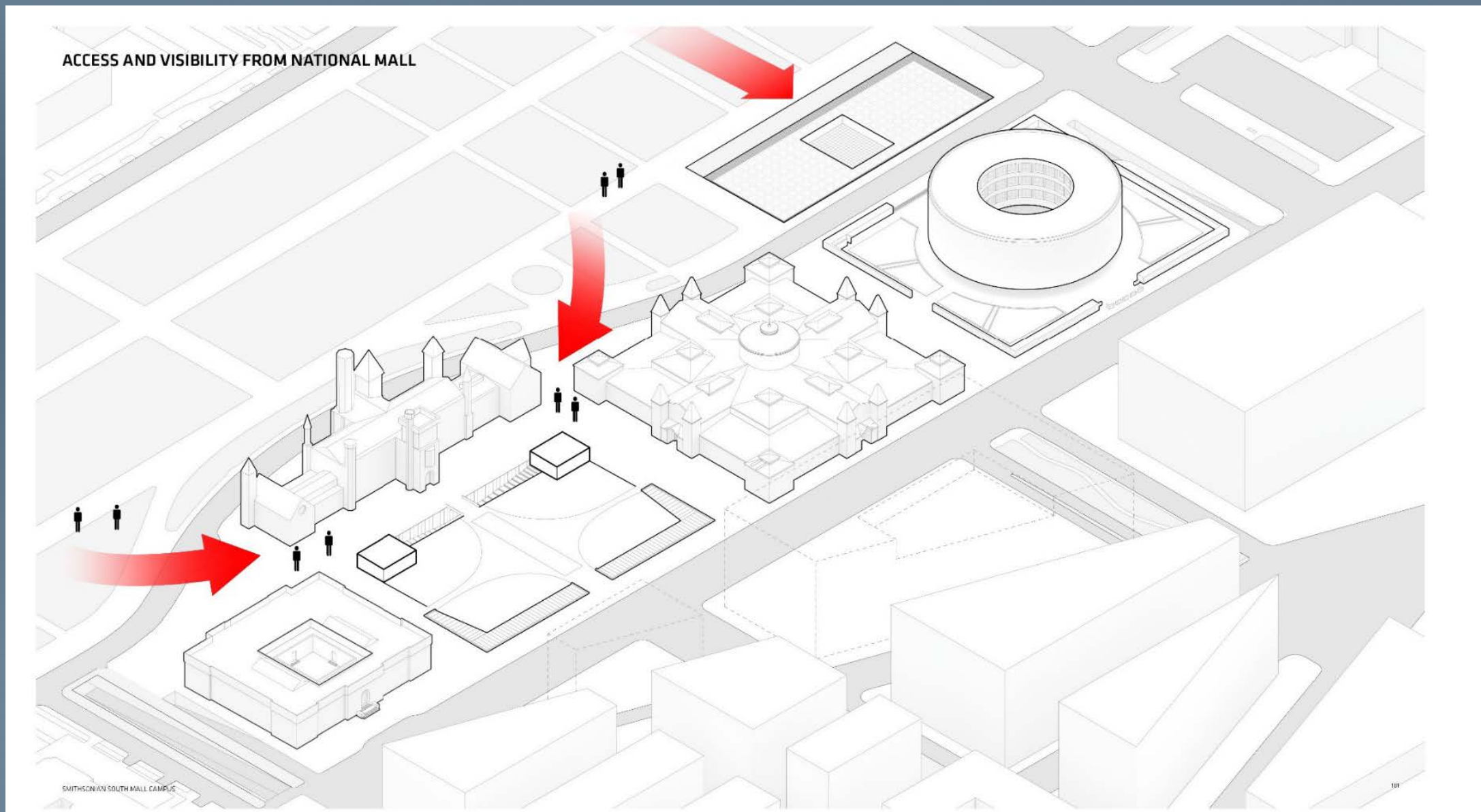


Existing



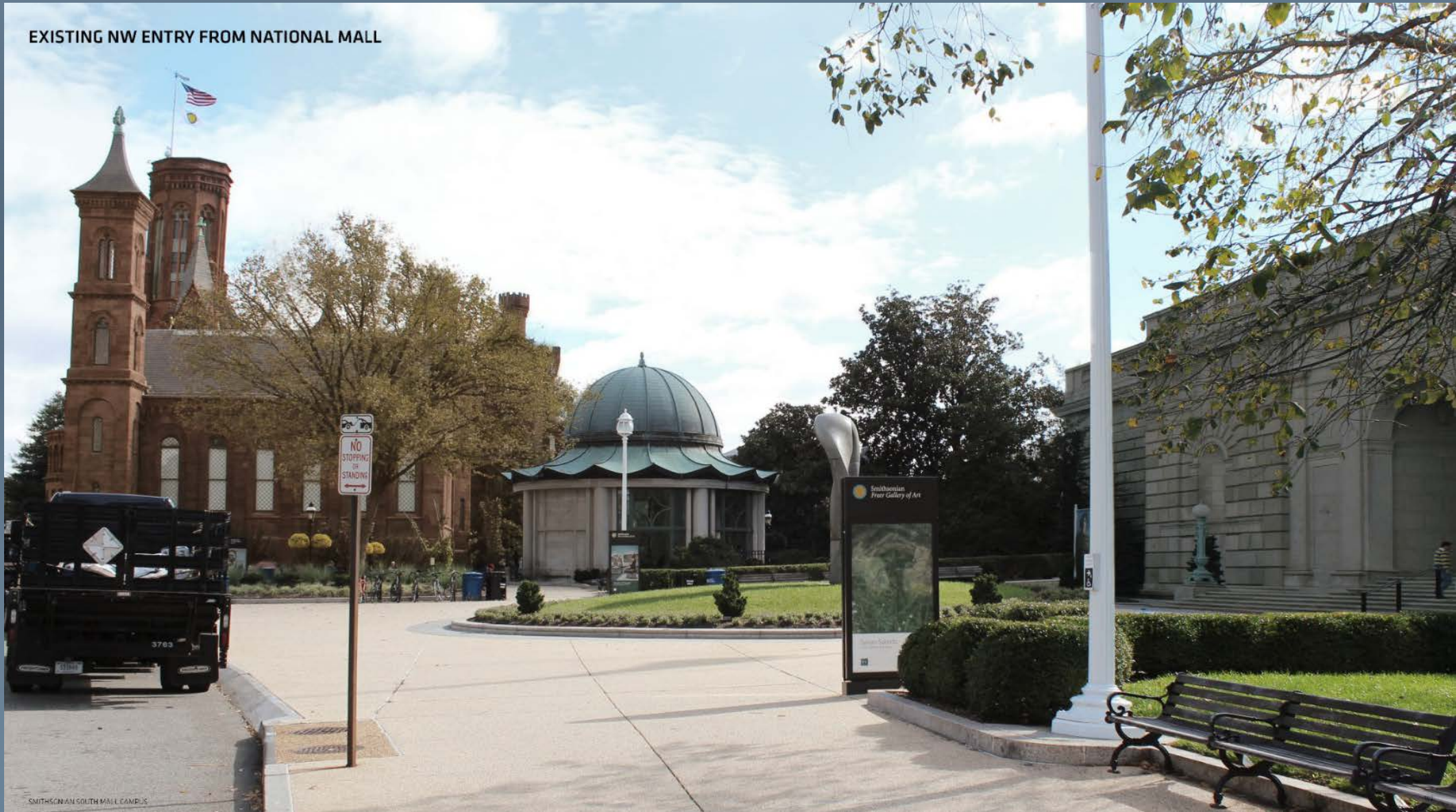
Alternative F - Proposed







EXISTING NW ENTRY FROM NATIONAL MALL



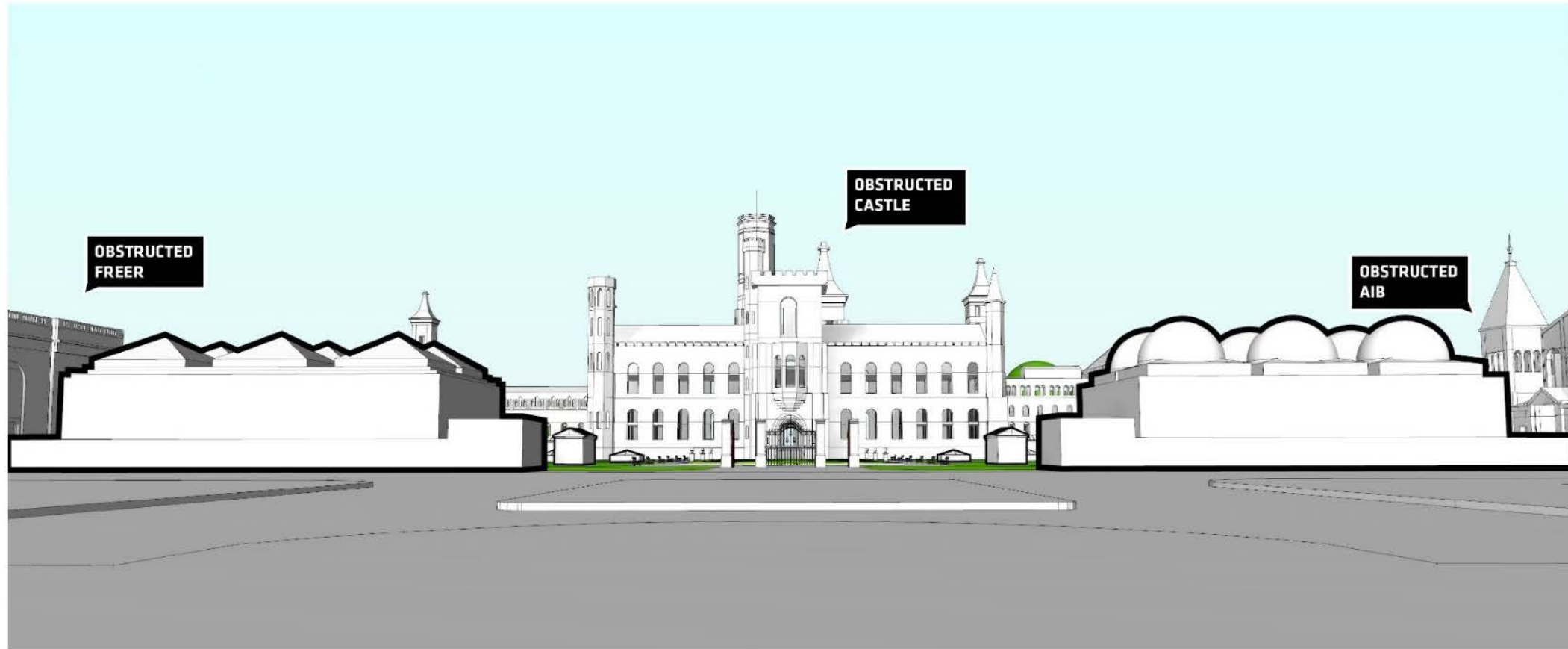




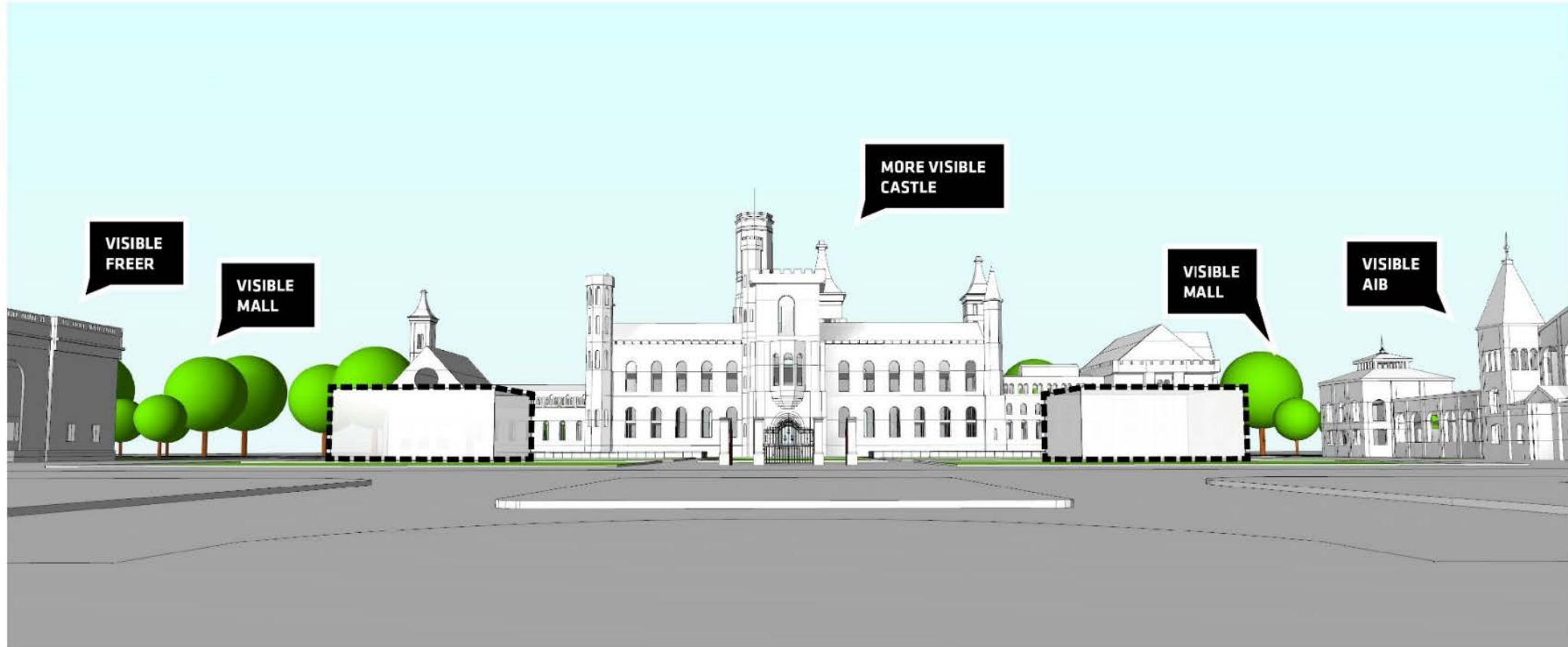




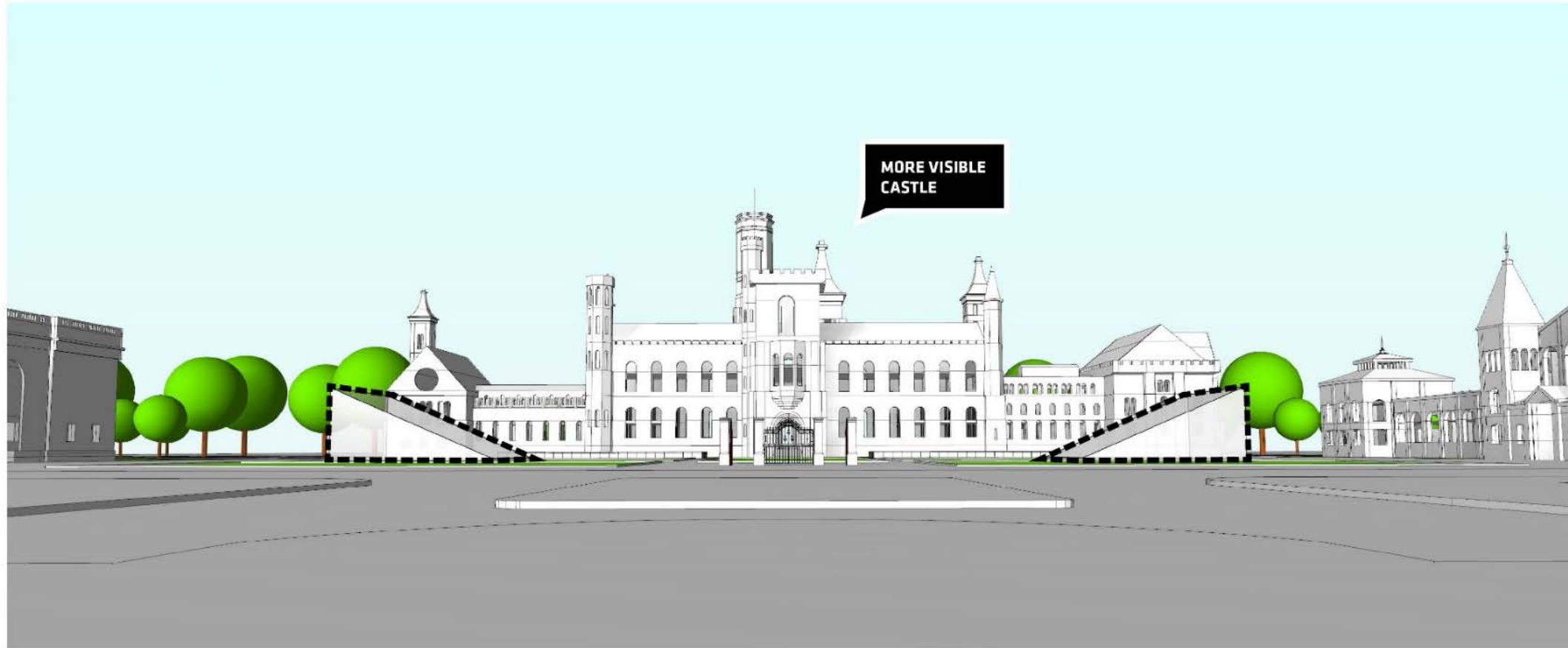
## EXISTING VIEW FROM INDEPENDENCE AVE



## PAVILION RELOCATION

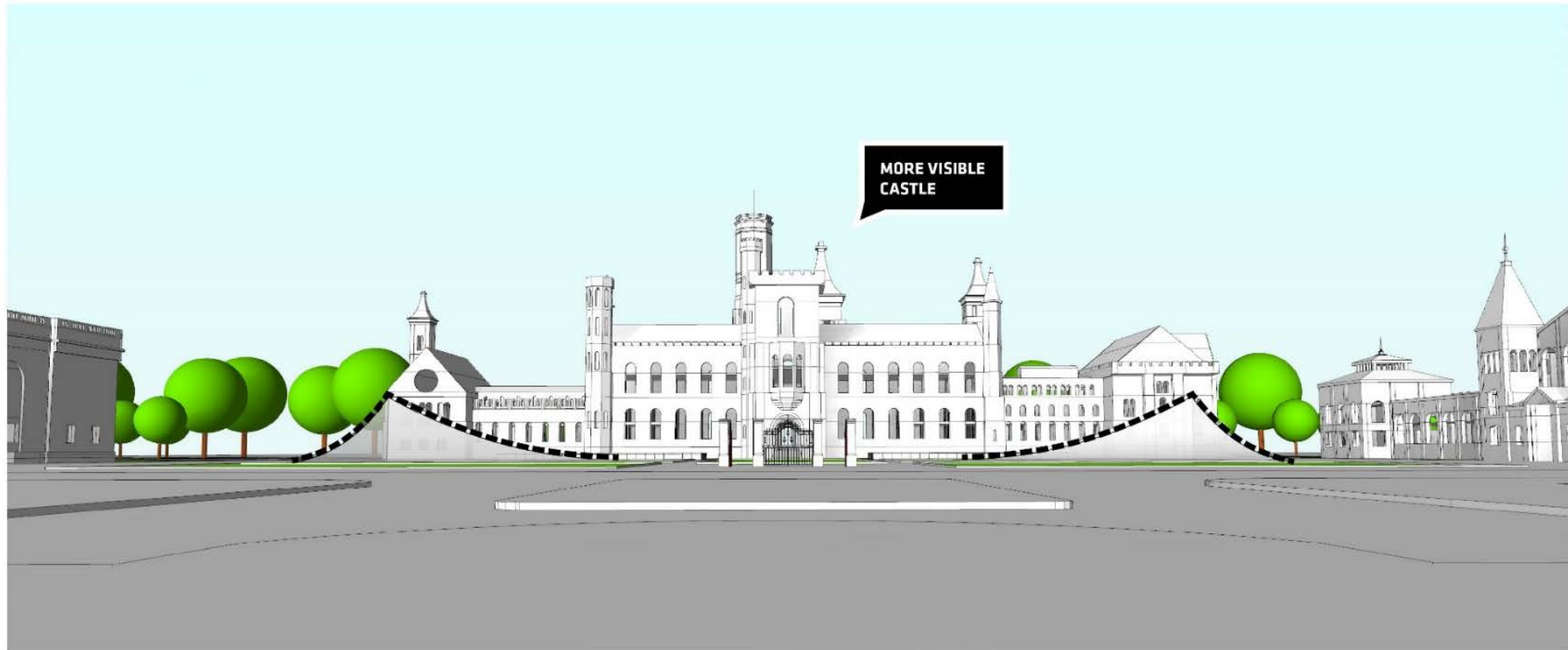


REDUCED PAVILION PROFILE





REDUCED PAVILION PROFILE

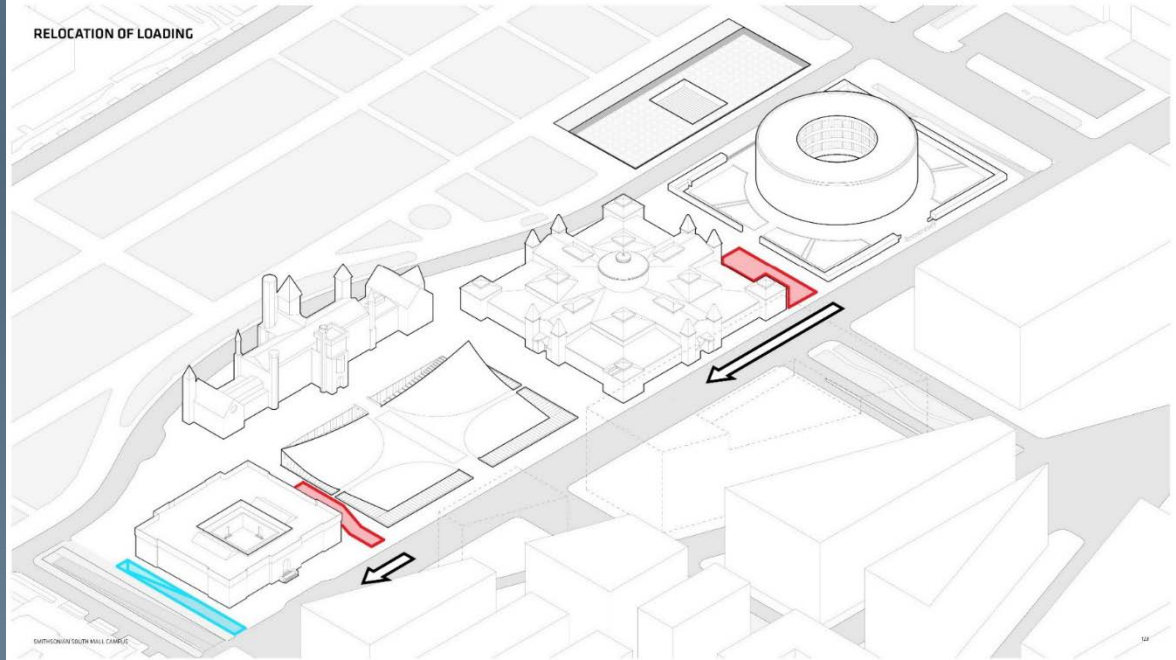




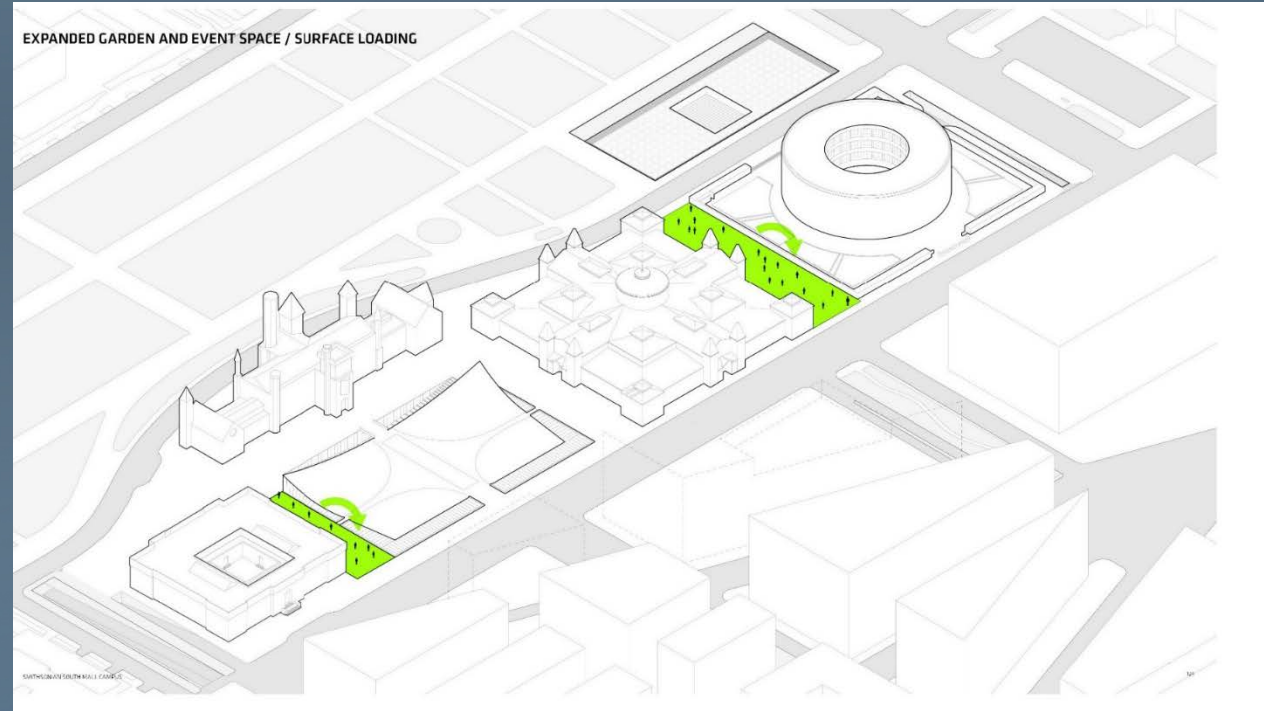




RELOCATION OF LOADING

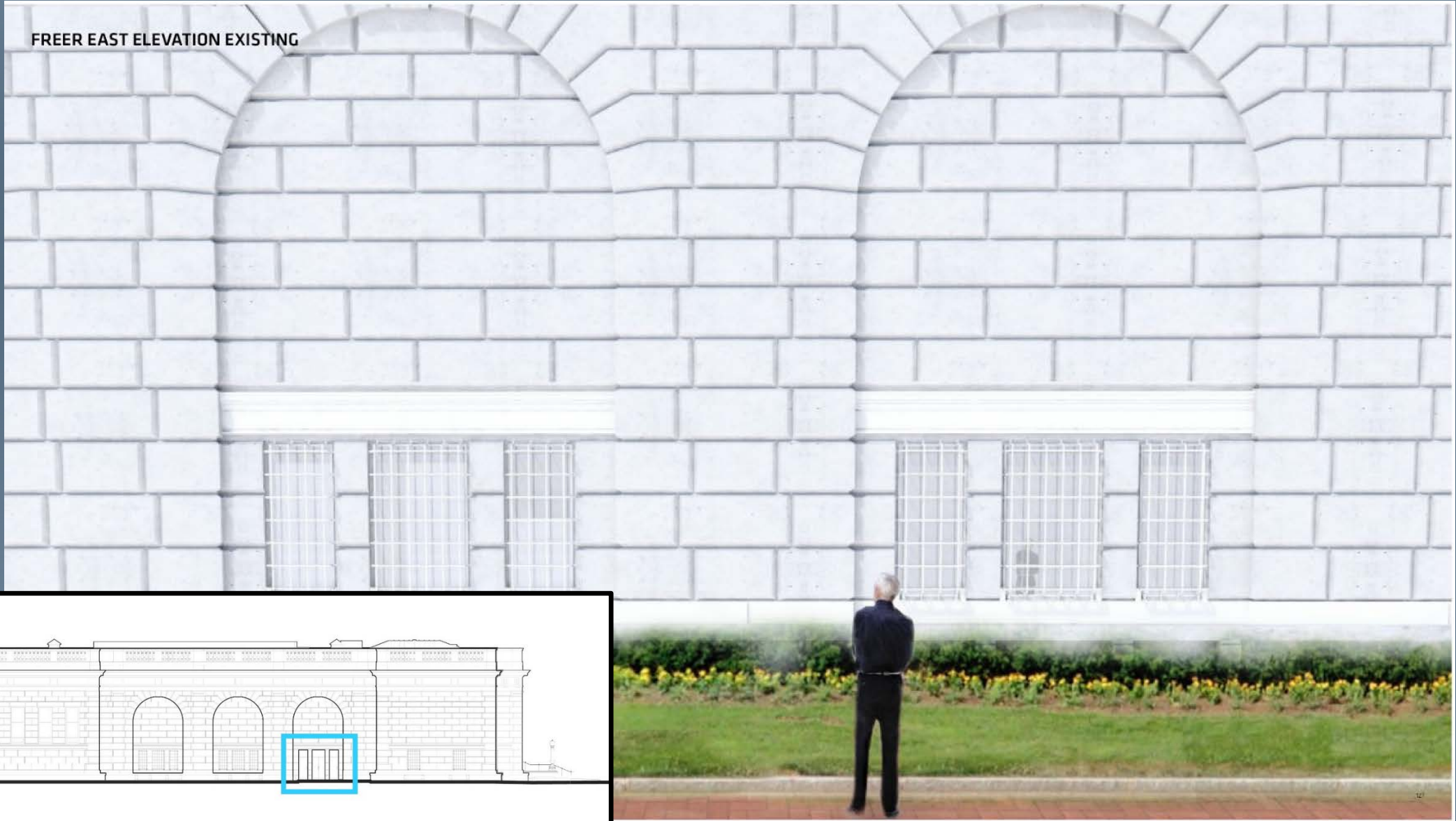


EXPANDED GARDEN AND EVENT SPACE / SURFACE LOADING

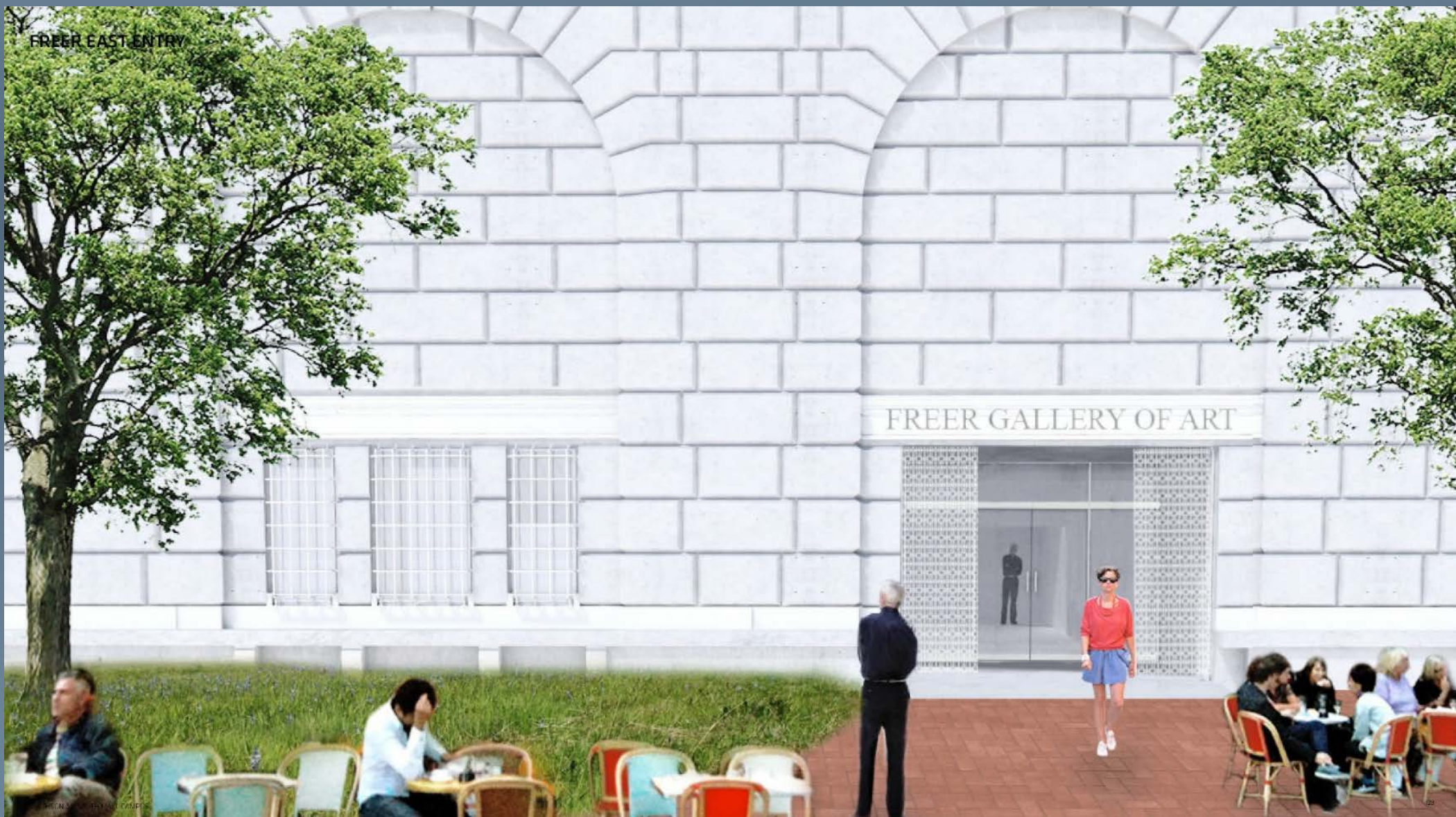




FREER EAST ELEVATION EXISTING









## ARTS AND INDUSTRIES BUILDING

INTERIM SPACE FOR A VARIETY  
OF PROGRAMS THROUGHOUT  
CAMPUS MASTER PLAN PROJECTS







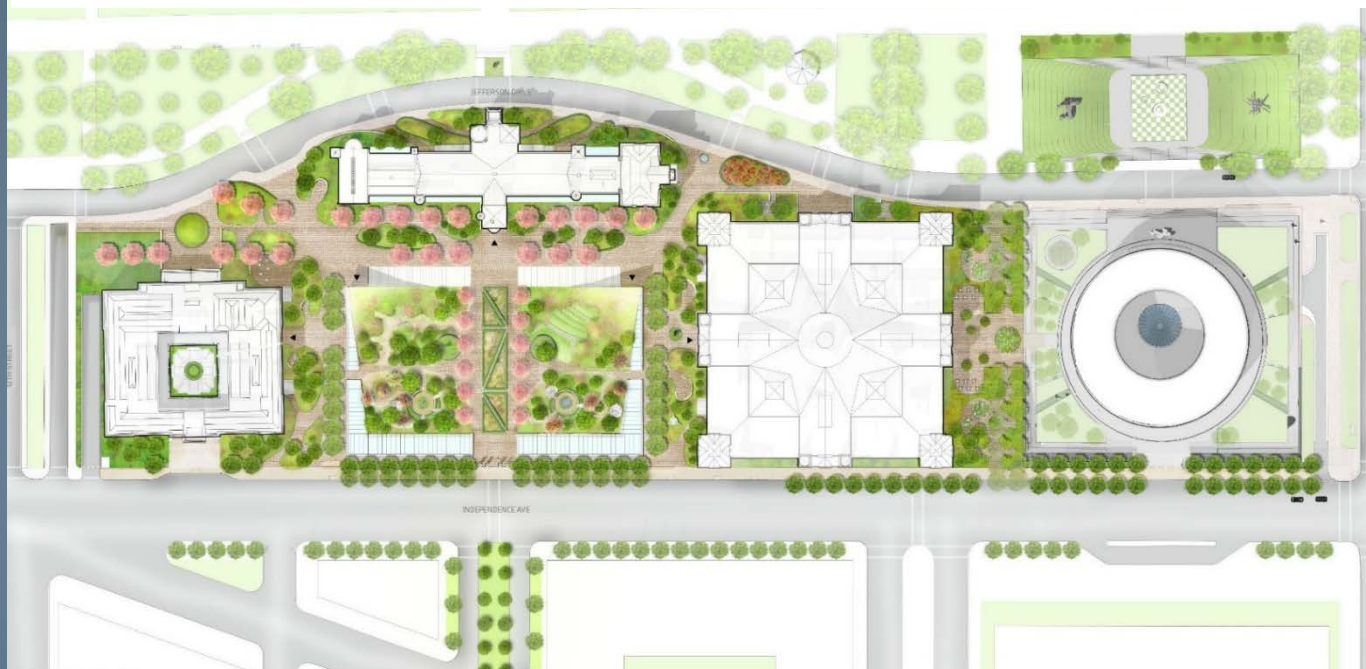
**SEASONAL AND DIVERSE**  
Changing horticultural displays and diverse plantings provide interest at all times of year.



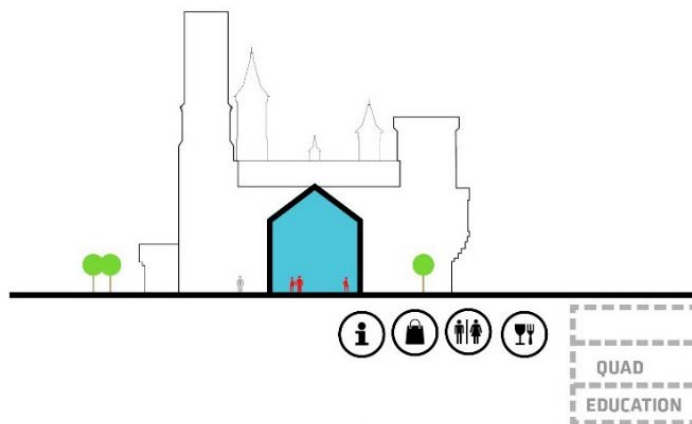
**SMALL-SCALE AND INTIMATE**  
Small gardens provide shaded areas for rest and contemplation.



**EDUCATIONAL**  
Educational gardens provide link to museums and support Smithsonian mission.







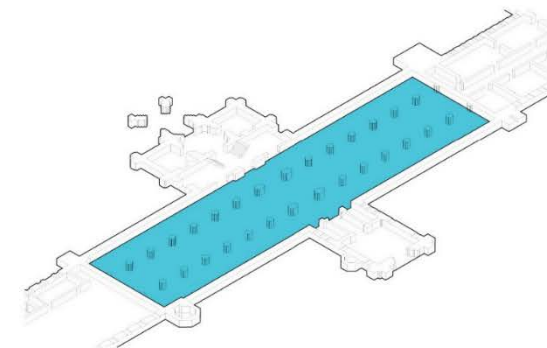
## GREAT HALL

The masterplan allows for the relocation of office space, gifts shops, cafes, restrooms, from the Great Hall so that it can be restored.

## RELOCATE PROGRAM

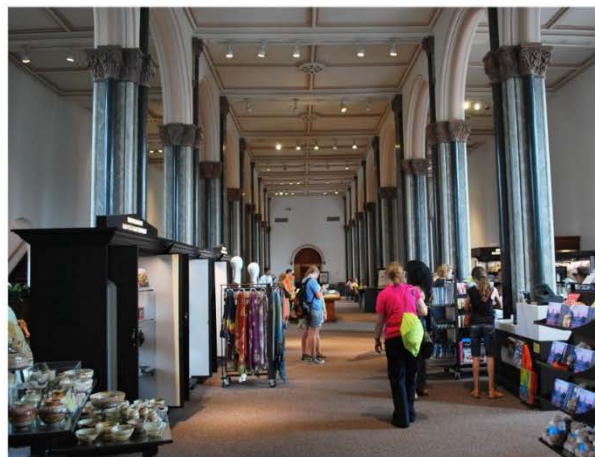


**PERIOD OF SIGNIFICANCE**  
Great Hall hosted exhibitions and featured double height space.



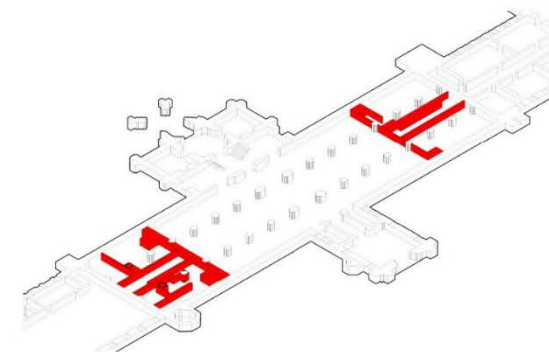
**GREAT HALL SIZE RESTORED**  
By improving the Castle basement the current program can be relocated from the

## REMOVE PARTITIONS

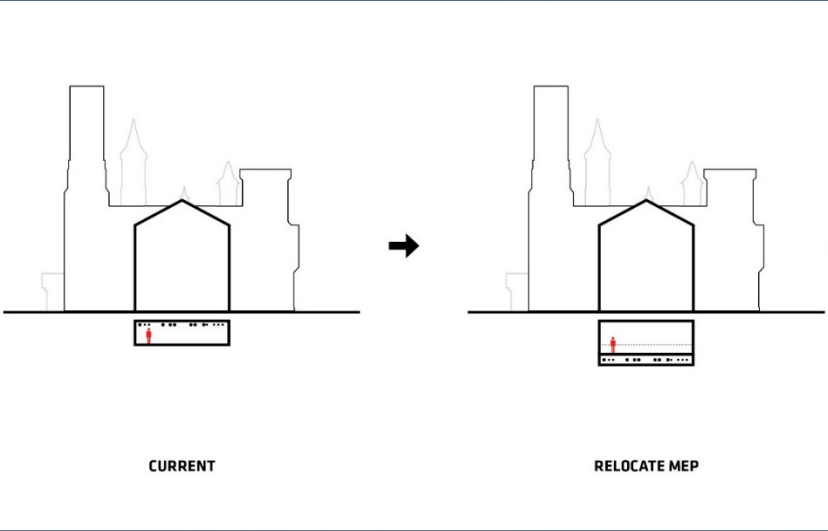


## EXISTING

Great Hall has been subdivided to house visitor amenities: shops, food service, and restrooms, diminishing the presence of the space.



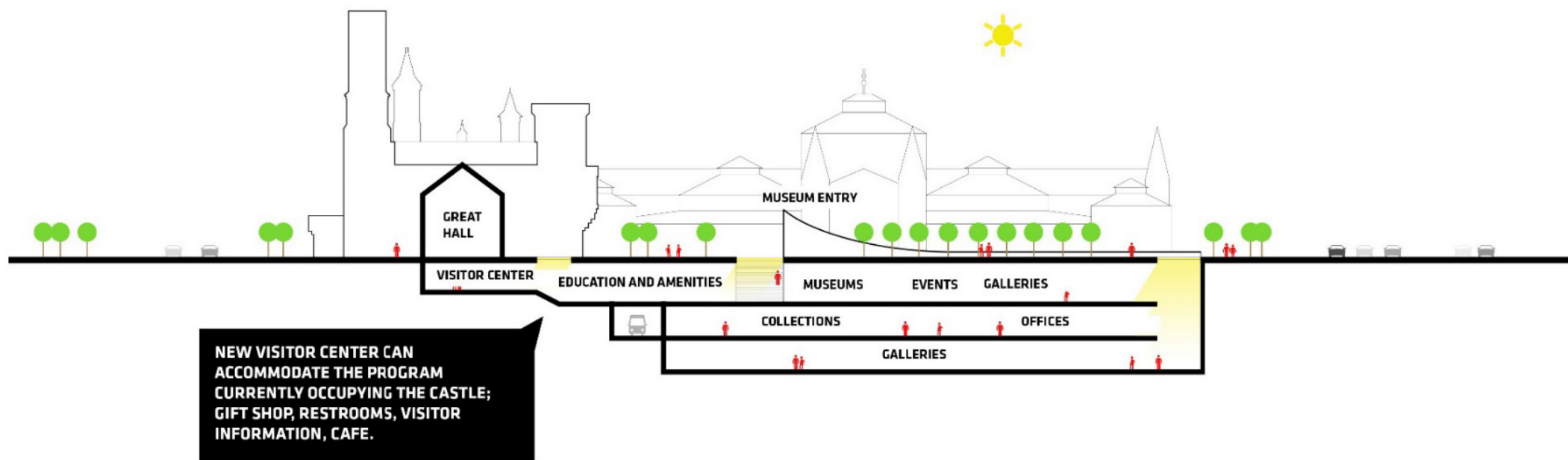
**PARTITIONS REMOVED**  
Partitions built after the period of historic significance to be removed restoring the Great Hall to its original size.



CASTLE BASEMENT



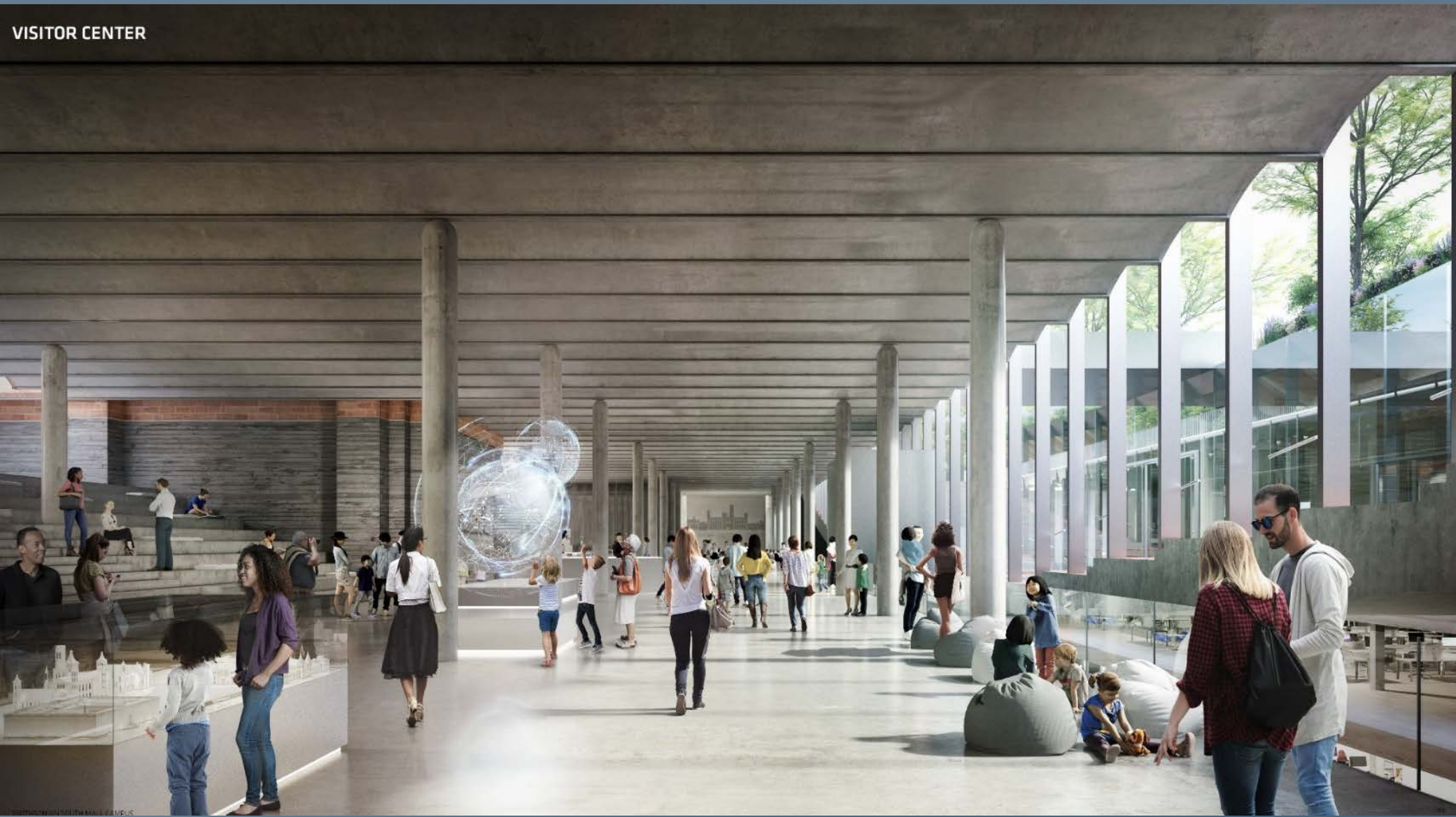


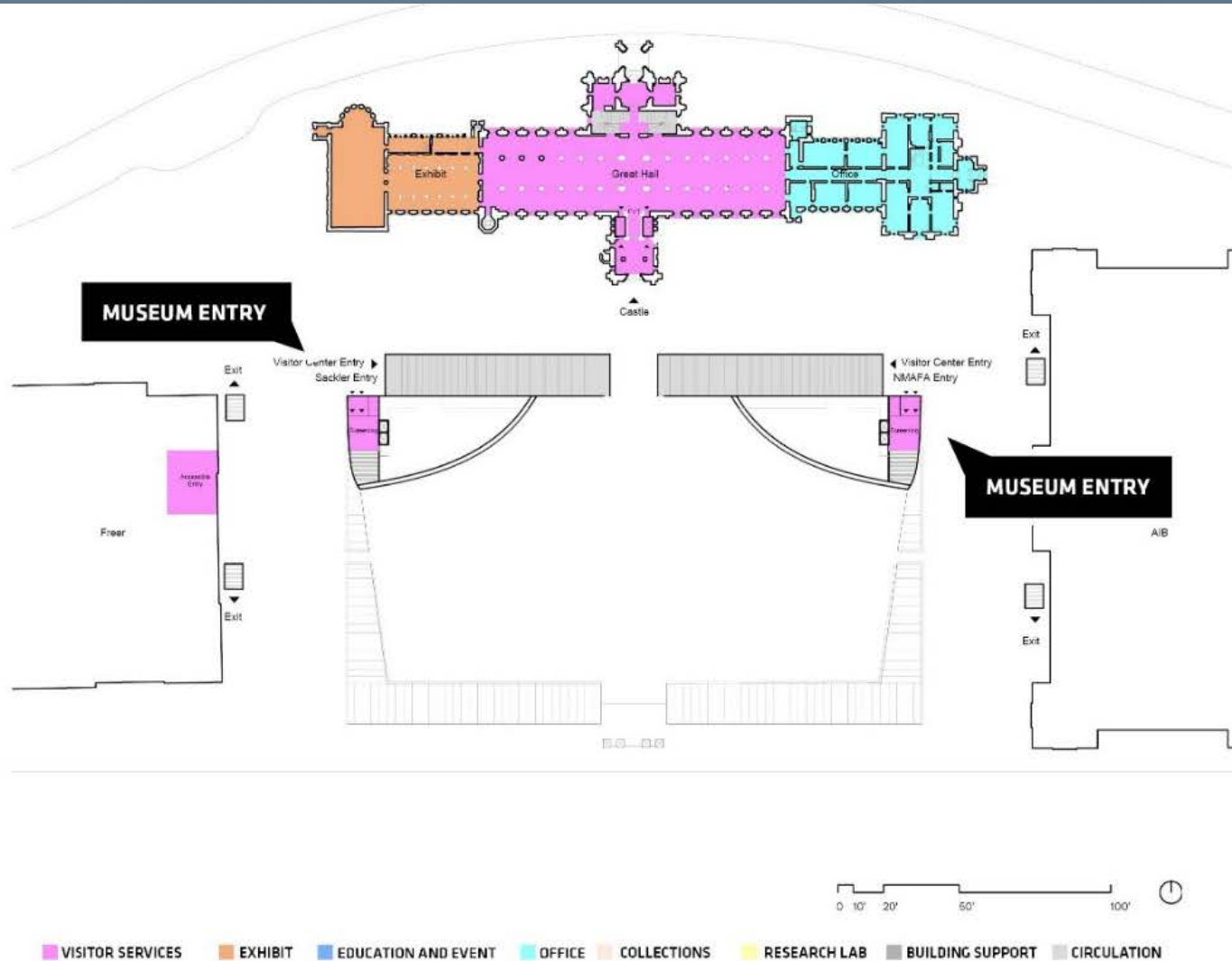


## VISITOR CENTER ACCESS







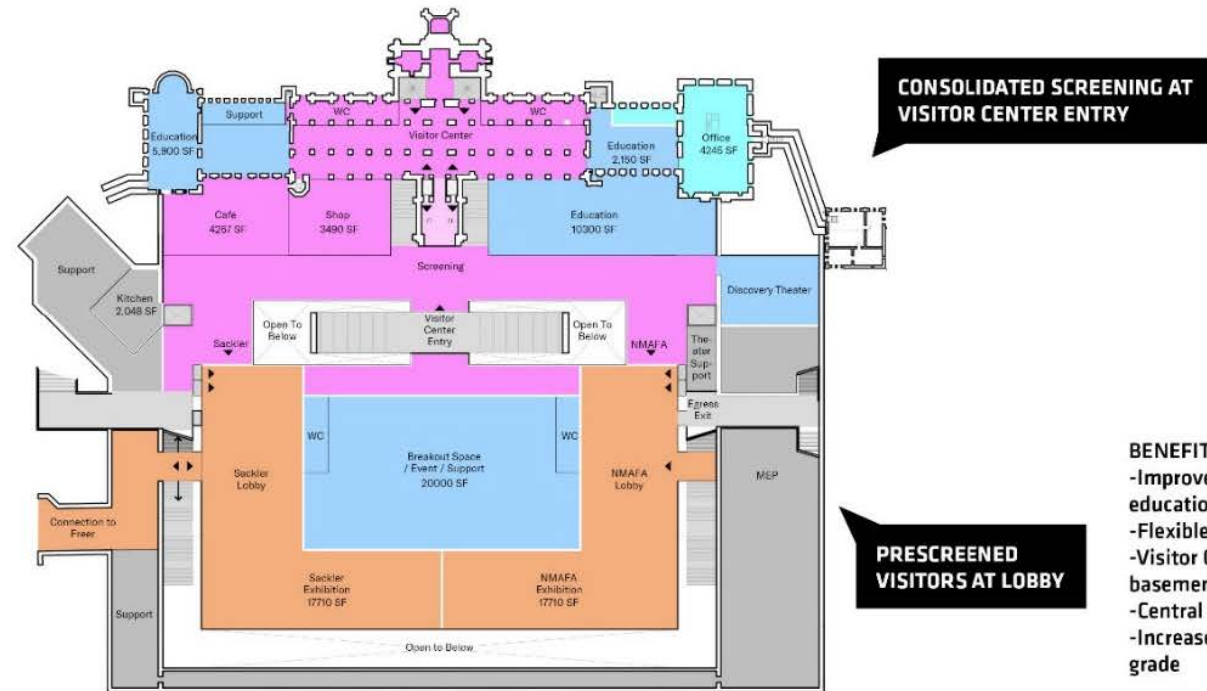


## BENEFITS:

- Great Hall restored
- Museum Entries are more identifiable
- Visitor Center entry is near museum entries
- Quadrangle roof replaced
- Accessible Freer entrance



## CONCEPT BASEMENT LEVEL 1

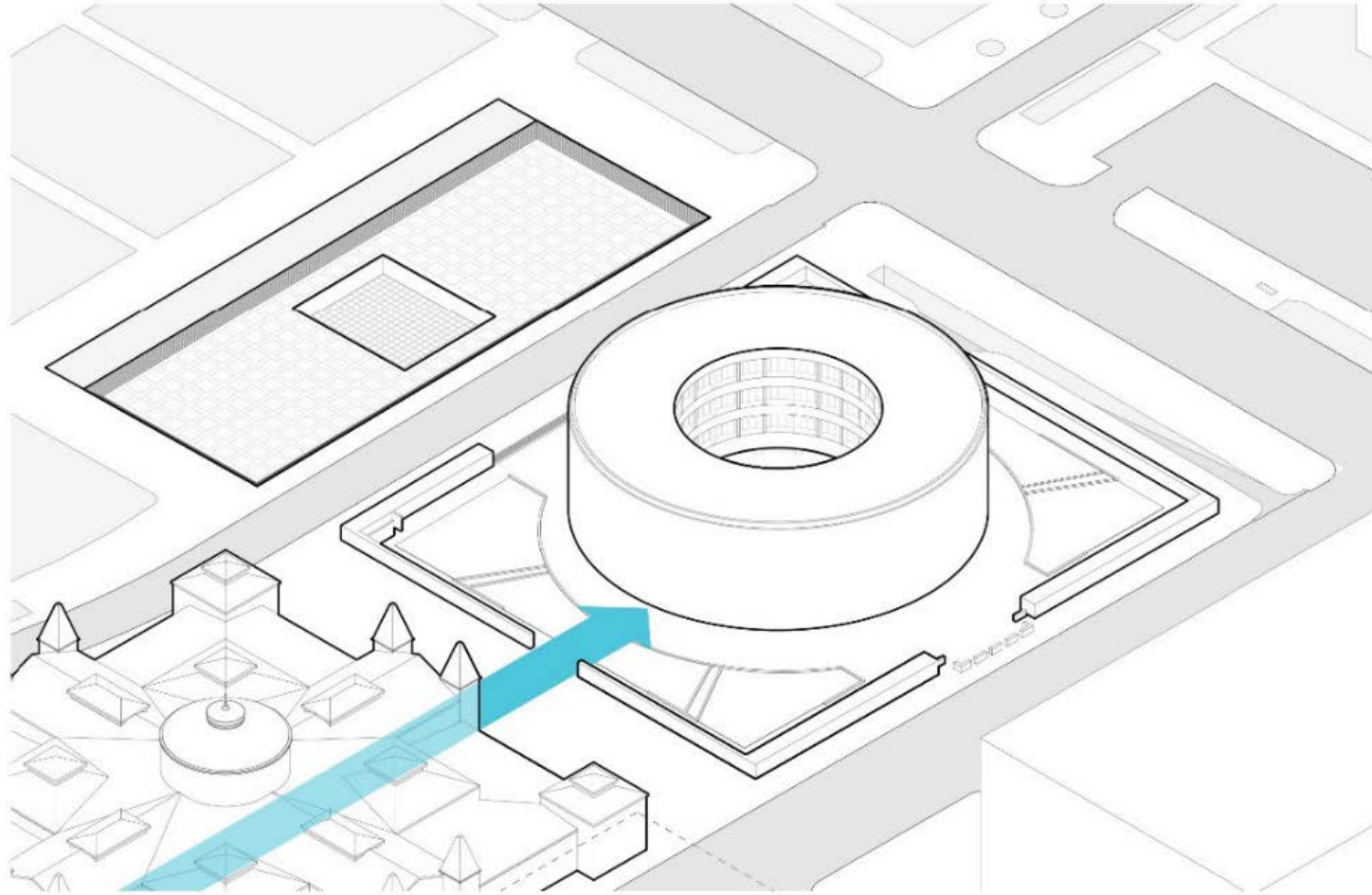


**BENEFITS:**

- Improvement and expansion of educational program
- Flexible event space
- Visitor Center connects Castle basement and Quad
- Central MEP plant
- Increased natural light below grade



■ VISITOR SERVICES  
 ■ EXHIBIT  
 ■ EDUCATION AND EVENT  
 ■ OFFICE  
 ■ COLLECTIONS  
 ■ RESEARCH LAB  
 ■ BUILDING SUPPORT  
 ■ CIRCULATION





HIRSHHORN WEST WALL

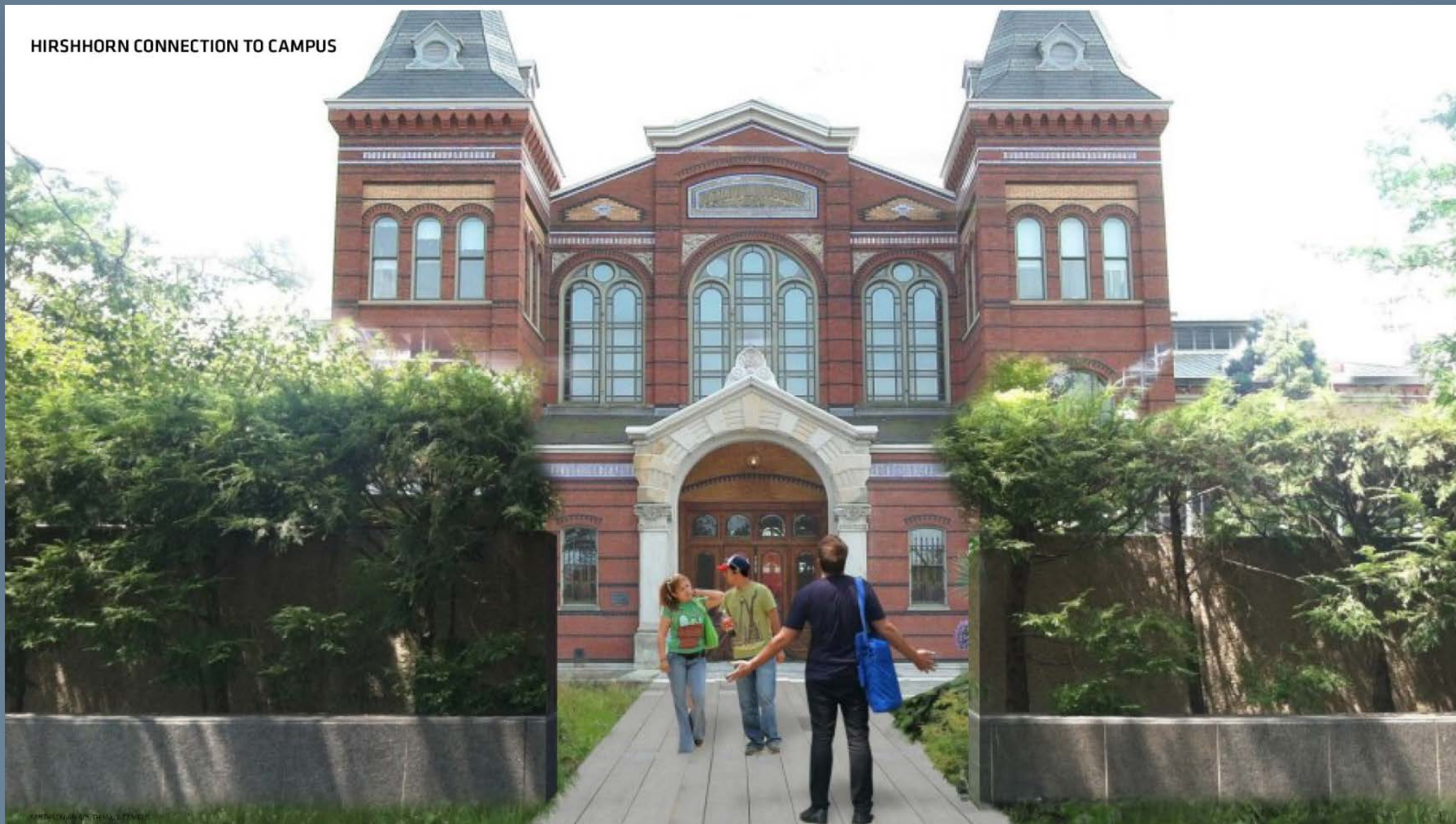


SOUTHERNVALE SOUTHVALE CAMPUS

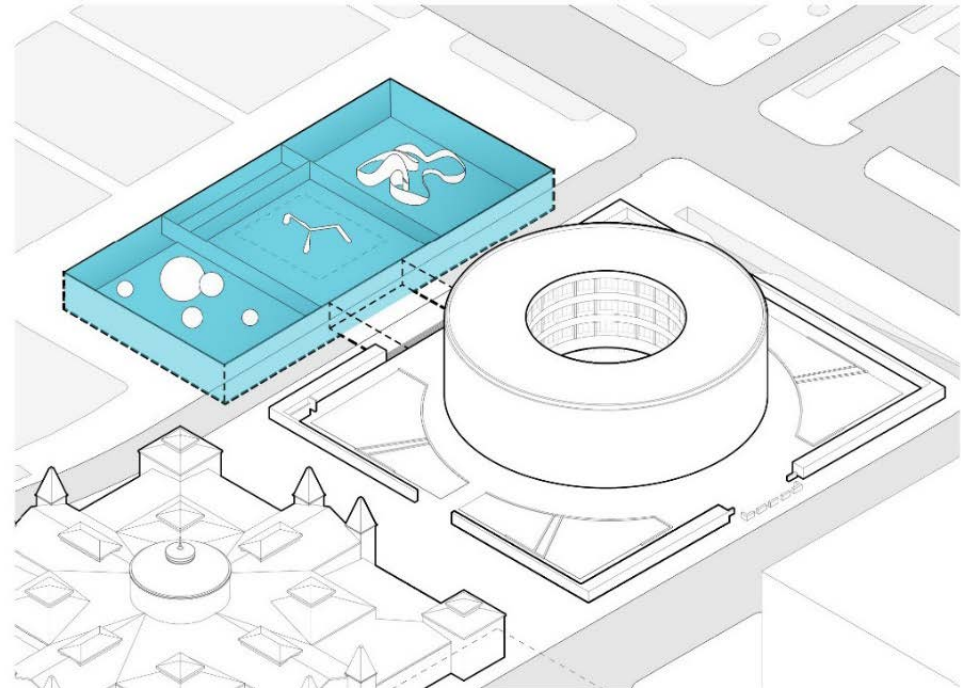
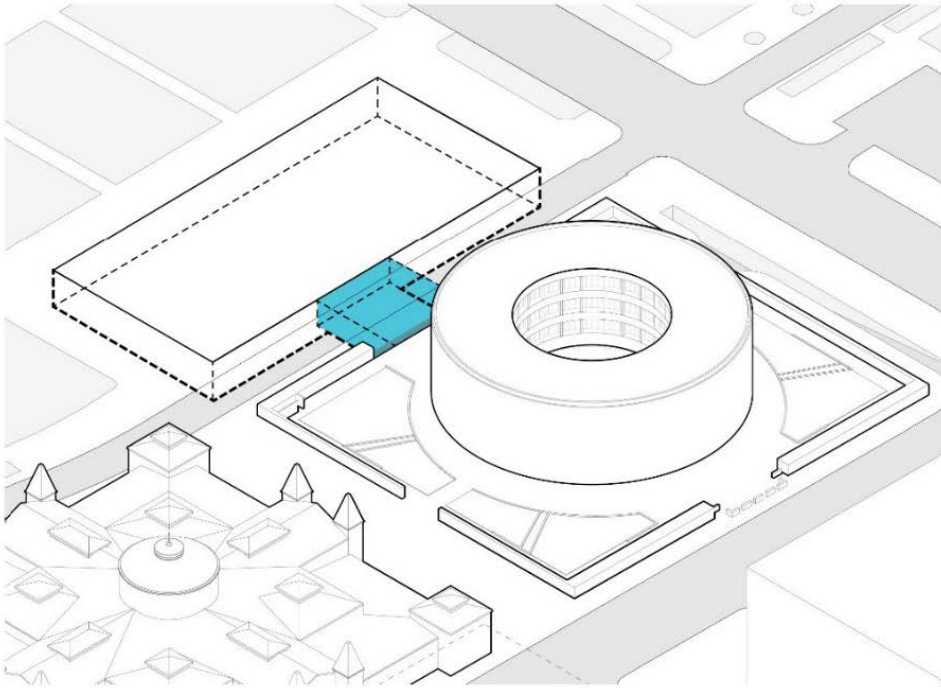
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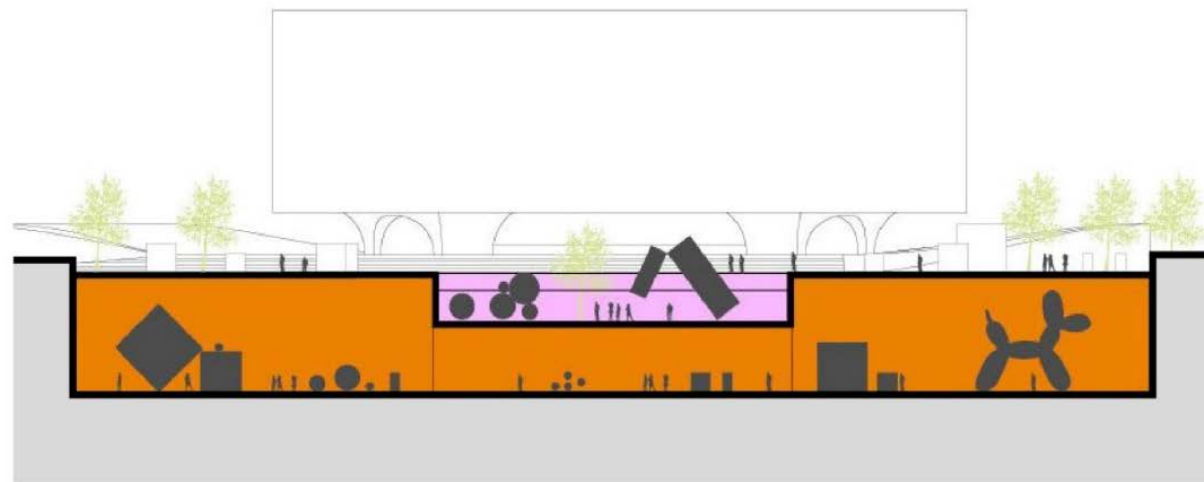
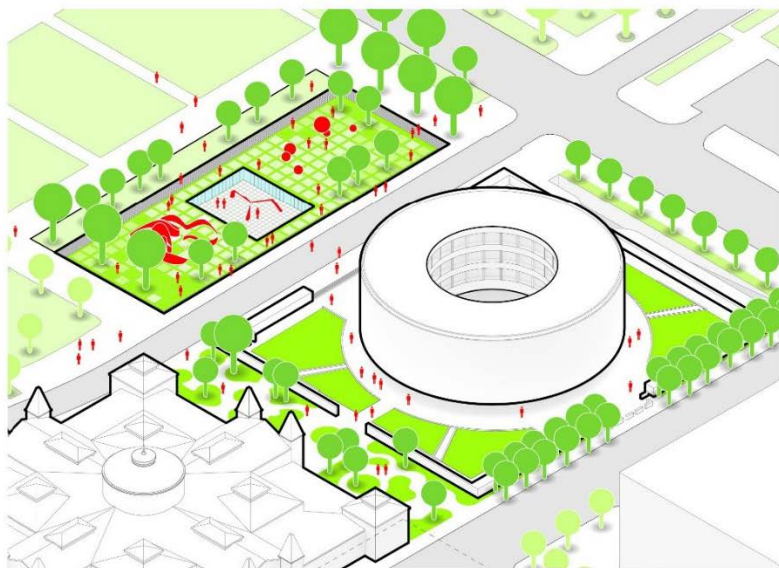


HIRSHHORN CONNECTION TO CAMPUS









■ VISITOR SERVICES  
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