



Executive Director's Recommendation

Commission Meeting: May 3, 2018

PROJECT New Security Fence Joint Base Myer – Henderson Hall Arlington, Virginia	NCPC FILE NUMBER 7925
SUBMITTED BY United States Department of Defense Department of the Army	NCPC MAP FILE NUMBER 1.61(38.40)44728
REVIEW AUTHORITY Federal Projects in the Environs per 40 U.S.C. § 8722(b)(1)	APPLICANT'S REQUEST Approval of preliminary site development plans
	PROPOSED ACTION Approval of preliminary site development plans with comments
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The Department of the Army has submitted a preliminary design for a proposal to construct a nearly two-mile long, eight-foot tall, anti-climb, decorative metal fence at Joint Base Myer - Henderson Hall (JBMHH). The new fence would run generally parallel to an existing four-foot historic wall and will separate Arlington National Cemetery from JBMHH. The Army is proposing this project because the existing four-foot tall wall is no longer adequate to protect the employees on the installation. In addition to the eight-foot decorative metal fence, improvements include five vehicular access gates of varying widths, maintenance access gates built within the fence, a five-foot wide trail that follows the informal path of runners and walkers that will be made from permeable pavement, small seating areas with benches and detailed planting along the trail, and landscaping consisting of trees, shrubs and groundcovers. A 117-space parking lot is also proposed to replace existing parking spaces that will be removed as part of the fence project.

Project goals are as follows:

- Secure the perimeter of JBMHH to protect its occupants and assets through the use of a non-vehicular rated anti-climb fence and K-8 rated vehicular barriers where necessary.
- Mitigate the possible deleterious effects of the fence on views both from the base and from the cemetery.
- Preserve cultural and natural resources of the base.
- Preserve and enhance the functionality of the base in support of Arlington National Cemetery Services.
- Maintain base infrastructure and relocate assets as necessary to preserve current utilization.

In December 2017, the Commission reviewed the concept design for this project and provided comments regarding the fence alignment, impacts to views of ANC and JBMHH, and general comments on the proposed plaza, stormwater management and a parking area.

KEY INFORMATION

- An existing four-foot high historic wall separates Arlington National Cemetery (ANC) and Joint Base Myer - Henderson Hall (JBMHH).
- There are five existing gates connecting ANC and JBMHH and each provides a different type of access.
- Arlington National Cemetery is a historic district listed on the National Register of Historic Places and the boundary wall is a contributing element to the district.
- Fort Myer is listed as a National Historic Landmark on the National Register of Historic Places.
- The proposed perimeter fence will be anti-climb and the gates will also be anti-ram.
- The Army has proposed a gap of ten feet between the historic wall and new security fence to prevent people from using the historic wall to scale the security fence.

RECOMMENDATION

The Commission:

Approves the preliminary site development plans for the proposed fence between Joint Base Myer - Henderson Hall and Arlington National Cemetery with the exception of the Selfridge and Memorial Chapel Gates, which need additional design refinements.

Notes that Arlington National Cemetery is a Historic District on the National Register and Fort Myer is a National Historic Landmark and contains several historic properties.

Fence Design and Alignment

Finds that the submission includes sufficient information to justify the distance between the proposed security fence and the historic wall located at the boundary of the Arlington National Cemetery and Joint Base Myer – Henderson Hall. The proposed separation of approximately ten feet protects the historic setting of the wall, minimizes unusable space between the wall and the fence, and allows for appropriate sight lines for security personnel.

Notes that Arlington National Cemetery, who owns the historic wall, does not want the new security fence to be on or immediately adjacent to the existing wall, piers, and gates, to maintain its historic integrity.

Finds that the Army has refined the fence alignment in response to the Commission's comments to navigate existing trees more gracefully.

Entrances

Notes that there are five existing entrances into the base along the historic wall. The Old Post Chapel, Hobson, and Selfridge entrances are defined by historic piers. All of the entrances currently include a metal gate; however, only the gate at the Old Post Chapel entrance is historic.

Notes that the proposed security gates cannot be incorporated into the existing wall and piers, because they are the property of Arlington National Cemetery.

Finds that while the proposed security fence and slide arm gates have a negative visual impact on the historic entrances, there is an opportunity to minimize the impacts by creating more defined entrances through the design of the fence and gates.

Provides the following comments and requests for each of the entrances:

Old Post Chapel Entrance

Notes the Old Post Chapel entrance is next to the Old Post Chapel, which is a public location that accommodates four daily funeral services and includes a caisson, up to 70 cars, and several buses. The existing gate is historic and will remain.

Notes that staff has considered two alternatives for this entrance (bollards and the slide arm gate) and provides the following comments:

Finds that the proposed slide arm security gate will have a negative impact on views of the historic gate, wall and piers in the closed position; however, this will only occur at night.

Finds that because the historic gate (which provides anti-climb security) will remain, there is an opportunity to address anti-ram security through the use of retractable bollards between the two piers, minimizing impacts on the historic wall, piers, and gate.

Notes that the Army has indicated that retractable bollards will not work because of maintenance and operational concerns, citing previous experiences with hydraulic bollards on the Fort Myer base.

Finds that due to the high public use of this area for ceremonial funerals multiple times a day, it is important that the entrance remain consistently operational and that there would likely be fewer maintenance issues associated with the proposed slide arm gate.

Finds that while the proposed slide arm security gate has a negative impact on views of the historic gate, wall and piers when closed, the impacts are significantly reduced when open.

Supports the Army's proposed slide arm security gate at the Old Post Chapel Entrance, recognizing that bollards are an aesthetically better option, however, the slide arm security gate provides the reliability needed for this public entrance.

Selfridge and Memorial Chapel Entrances

Notes that the Selfridge entrance is located approximately 1,200 feet from the Old Post Chapel entrance next to the Bakers Creek Memorial. The entrance is defined by two historic piers, an existing gate which is not historic, and is used primarily by employees accessing Arlington National Cemetery. The security gate will normally be closed and only accessible with a keypad. This gate accommodates approximately 200 cars per day.

Notes that the Memorial Chapel entrance is located in a highly visible area adjacent to Carpenter Road, which is the main roadway on the campus. The existing gate, which is not historic, is used infrequently (approximately once a month) for large funerals at the chapel. It will be replaced by the new security gate which will remain closed and only accessed when needed.

Notes that both entrances need an anti-ram and anti-climb security gate.

Notes that the proposed security fence and gates cannot be placed within existing piers or attached to the historic wall, which is under the jurisdiction of Arlington National Cemetery.

Finds that the proposed gate design for both entrances is not a clearly defined gateway similar to the entrance in the historic wall. As proposed, there is no differentiation between the security fence and the gate.

Requests the Army consider the use of piers, posts or other elements to clearly frame the gates, and explore additional design details that will help differentiate the gates from the proposed fence.

Millennium Entrance

Notes the Millennium entrance is not located in a highly visible area and will be closed except for use by emergency vehicles. The existing stone wall in this area is not historic.

Supports the proposed security gate in this location.

Hobson Entrance

Notes that the Hobson entrance is permanently closed and the security fence will continue without a gate at this entrance.

Supports the continuous fence at this entrance because the area in front of the gate will be landscaped.

Views

Notes that the Army has submitted a viewshed study that includes photo-simulations of the project, from various points inside the base and from Arlington National Cemetery.

Commends the Army for conducting a thorough viewshed study to understand the impacts of the project on important nearby historic resources.

Finds that the viewshed study demonstrates that the proposed fence will not have significant impacts on views from the Arlington National Cemetery into the base, however the fence and gates will negatively impact views toward the cemetery at several entrances.

Landscaping

Notes that the Army is continuing to work on the landscaping to ensure that there is a coordinated design that balances the needs of both security and the campus planting guidelines.

Finds that the proposed plaza adjacent to the Memorial Chapel is a positive addition to the landscape and the events held at the Chapel.

Notes that the Army will submit a more developed design with its final submission.

Notes the project will meet current stormwater management requirements for the State of Virginia as stated by the applicant.

PROJECT REVIEW TIMELINE

Previous actions	December 2017 – comments on concept design
Remaining actions (anticipated)	– Approval of final site development plans (July 2018)

PROJECT ANALYSIS

Executive Summary

The Department of the Army submitted a preliminary design to construct an eight-foot tall, nearly two-mile long perimeter fence on the eastern border of Joint Base Myer Henderson Hall (JBMHH) to bring the base into compliance with Department of Defense anti-terrorism/force protection requirements. The submission notes that the proposed fence will run roughly parallel to the Arlington National Cemetery (ANC) historic wall and will be located approximately ten feet away. In December 2017, the Commission reviewed the concept design and provided comments. The Army has proposed to realign the fence to address one of the Commission's main recommendations and has submitted a new viewshed study along the fence line to understand the visual impacts to and from ANC. Staff supports the new alignment because it does not include the abrupt direction changes of the concept design. Staff continues to have concerns regarding two of the five proposed gates, Selfridge and Memorial Chapel gates, which appear to be heavily reinforced as seen from the JBMHH side of the new fence with little delineation of an entrance. Therefore, staff would recommend that the Commission **approve the preliminary site development plans for the proposed new fence between Joint Base Myer Henderson Hall and Arlington National Cemetery with the exception of the Selfridge and Memorial Chapel Gates, which need additional design refinements.**

Analysis

Staff's analysis focuses on the response to the Commission Action from December 2017, which requested a revised design and realignment of the proposed fence, the need for a viewshed analysis, additional design details of the new plaza at Memorial Chapel, and the proposed parking lot. Staff has also included an evaluation of individual gates proposed with this fence.

Fence Design and Alignment

The Army noted that the existing four-foot, historic wall that separates JBMHH and ANC is no longer adequate for security purposes to protect the people and property of the base. The historic wall, which is owned by ANC, was largely constructed between 1870 and 1878. Staff notes that during several consultations, ANC has expressed that it was not supportive of building the new fence on or directly adjacent to its historic wall given the likely impacts to the wall.

The proposed fence design is a metal picket fence that is eight feet in height with one horizontal strip running along the bottom and one running on the top. The pickets will extend a few inches above the horizontal metal strip. The Army notes that the fence will be anchored into the ground at regular intervals. As part of the concept design proposed in December 2017, the applicant included a continuous concrete curb to run underneath the entire length of the fence, however this element was determined to be impactful to tree roots, disruptive to stormwater flow and not necessary for maintenance purposes and has been eliminated from the design. The project proposal

also includes changes to five existing entrances, a new recreational path, a new parking lot, and a plaza at the Memorial Chapel.

The Army notes that constructing the new fence on top of the historic wall will impact its structural and historic integrity and would likely have to be rebuilt because of its poor condition. In addition, the Army states that the new fence needs to be far enough away from the wall to keep people from using the wall as an aide to scaling the new fence. A minimum distance between the wall and the fence is also needed to provide security personnel with adequate sightlines. On a purely practical level, the Army also notes that the distance between the wall and fence needs to be sufficient to allow for maintenance equipment such as lawnmowers. Therefore, staff **finds that the submission includes sufficient information to justify the distance between the proposed security fence and the historic wall located at the boundary of the Arlington National Cemetery and Joint Base Myer – Henderson Hall. The proposed separation of approximately ten feet protects the historic setting of the wall, minimizes unusable space between the wall and the fence, and allows for appropriate sight lines for security personnel.**

Staff also **notes that Arlington National Cemetery, who owns the historic wall, does not want the new security fence to be on or immediately adjacent to the existing wall to maintain its historic integrity.**

Regarding the fence alignment, the Army met with staff to discuss several alignments. In response to the Commission Action, the Army created a straighter alignment that avoids existing trees, does not interfere with sightlines for security purposes and creates a more graceful element in the landscape. Staff therefore **finds that the Army has refined the fence alignment in response to the Commission's comments to navigate existing trees more gracefully.**

Entrances

The Army is proposing to add a slide arm security gate at four of the five entrances into Arlington National Cemetery. Regarding these entrances, staff notes that four of the five entrances will remain in operation. The fifth, Hobson Gate, will be permanently closed as part of this project as it is no longer necessary. Staff also **notes that the Hobson entrance is permanently closed and the security fence will continue without a gate this entrance.** Staff **supports the continuous fence at this entrance because the area in front of the gate will be landscaped.** The Army notes that it has used a similar design for each gate because they are all part of the same project and it is trying to create a uniform appearance. Three of the entrances - Millennium, Selfridge and Memorial Chapel - will consist of a sliding gate that combines a sliding arm that provides anti-ram protection joined with an eight-foot high anti-climb gate, to deter people from climbing. The gate at the fourth entrance, Old Post Chapel, is historic and will remain. The Army is proposing just a sliding arm in front of this historic gate. Staff **notes that there are five existing entrances into the base along the historic wall. The Old Post Chapel, Hobson, and Selfridge entrances are defined by historic piers. All of the entrances currently include a metal gate; however, only the gate at the Old Post Chapel entrance is historic.**

While staff understands the need to add a perimeter fence between JBMHH and ANC to improve security of the installation, the proposed fence and gates have a negative visual impact on the historic wall and piers. The proposed design, which includes new gates, must be placed in front of the existing historic wall and piers in order for it to be located on JBMHH property and not on ANC property. Staff believes that there is an opportunity to improve some of the entrances through further define refinements. Staff **notes that the proposed security gates cannot be incorporated into the existing wall and piers, because they are the property of Arlington National Cemetery.** Staff also **finds that while the proposed security fence and slide arm gates have a negative visual impact on the historic entrances, there is an opportunity to minimize the impacts by creating more defined entrances through the design of the fence and gates.**

Millennium Entrance

The Army states in its submittal that the Millennium Gate will only be used infrequently for emergency vehicles and will remain in a closed condition for most of the time. This entrance is located behind the historic Old Post Chapel, approximately 400 feet from the Old Post Chapel Gate. The stone wall in this area is not historic and staff finds that the proposed security gate is not in a highly visible area and therefore recommends that the Commission **support the proposed security gate in this location.**

Old Post Chapel Entrance

The Army also describes Old Post Chapel Gate as the most publicly accessible entrance along the historic wall as it will be used most frequently by the general public. This gate is located due east of and in close proximity to the Old Post Chapel. This gate is the main access to ANC for approximately four funerals that occur daily at the Old Post Chapel. The Army states that each funeral typically includes 70 cars, several buses and a caisson. The Army recognizes the use and importance of this entrance and states that it has the only historic gate of the five entrances included with this project. As it is the main public gate, there are guards present and it will remain open during the day and will only be closed at night. Also, given its historic nature, it is also the only gate that will be retained. The Army is proposing a slide arm security gate, which will be positioned in front of the historic gate as an anti-ram reinforcement. Staff **notes the Old Post Chapel entrance is next to the Old Post Chapel, which is a public location that accommodates four daily funeral services and includes a caisson, up to 70 cars, and several buses. The existing gate is historic and will remain.**

Staff also recognizes the negative visual impact the proposed gate has on the historic wall, piers, and gate in the closed position as seen from JBMHH. An alternative security element that is less visually impactful may be more appropriate given this important location. Staff considered two alternatives for security at this entrance (bollards and the slide arm security gate).

The first alternative staff considered was installing retractable bollards in front of the existing historic gate and between the historic piers. The bollards would be lowered during the day and raised at night, eliminating any visual impacts during the day. Staff also analyzed the proposed slide arm security gate, which will sit in front of the piers. This gate consists of two solid horizontal

members connected with several diagonal and vertical members that appear heavily industrial. At the December 2017 meeting, Commissioners inquired about the use of bollards in this location and the Army provided rationale for why they would not work. Their main concerns were about maintenance and operations of the bollards. Since the December 2017 meeting, the Army indicated that they have used hydraulic bollards on the Fort Myer base and they have had issues with them functioning properly. **Staff finds that because the historic gate (which provides anti-climb security) will remain, there is an opportunity to address anti-ram security through the use of retractable bollards between the two piers, minimizing impacts on the historic wall, piers, and gate.** However, staff notes that the Army has indicated that retractable bollards will not work because of maintenance and operational concerns, citing previous experiences with hydraulic bollards on the Fort Myer base. Staff understands the issues that the Army raises and **finds that due to the high public use of this area for ceremonial funerals multiple times a day, it is important that the entrance remain consistently operational and that there would likely be fewer maintenance issues with the proposed slide arm security gate.**

The Army notes that since the proposed slide arm security gate will remain open during the daytime the impact on views of the historic wall, piers, and historic gate will largely be at night. While not ideal, staff can support the proposed gate design since the visual impacts will be minimal during the day when the public is using the entrance. **Staff finds that the proposed slide arm security gate will have a negative impact on views of the historic gate, wall and piers in the closed position; however, this will only occur at night.**

Therefore, staff recommends that the Commission **support the Army's proposed slide arm security gate at the Old Post Chapel Entrance, recognizing that bollards are an aesthetically better option, however, the slide arm security gate provides the reliability needed for this public entrance.**

Selfridge and Memorial Chapel Entrance

The Selfridge entrance, which is located approximately 1,200 feet from both the Old Post Chapel entrance and the Memorial Chapel entrance is primarily used by The Old Guard and other staff to travel between the installation and ANC. There are approximately 200 cars accessing this entrance daily. According to the ANC website, the 3rd Army Infantry Regiment - also referred to as The Old Guard - has the responsibility of guarding both the Tomb of the Unknowns and providing escorts for Army burials at ANC.

The Selfridge entrance consists of historic piers with a non-historic gate and is located next to the Bakers Creek Memorial and its associated plaza and seating area. The proposed security gate will remain in a closed position at all times and will open via a keypad when needed. **Staff notes that the Selfridge entrance is located approximately 1,200 feet from the Old Post Chapel entrance next to the Bakers Creek Memorial. The entrance is defined by two historic piers, an existing gate which is not historic, and is used primarily by employees accessing Arlington National Cemetery. This gate accommodates approximately 200 cars per day.**

The Memorial Chapel entrance, which is located approximately 400 feet from Memorial Chapel, consists of a non-historic gate and does not include any historic piers. It is adjacent to Carpenter Drive, one of the main roads connecting Fort Myer with Henderson Hall and used by visitors and employees. This entrance is used by the public for larger funerals, which take place at the Memorial Chapel. The entrance is typically only used once a month. The proposed security gate will remain in a closed position at all times when it is not in use. **Staff notes that the Memorial Chapel entrance is located in a highly visible area adjacent to Carpenter Road, which is the main roadway on the campus. The existing gate, which is not historic, is used infrequently (approximately once a month) for large funerals at the chapel. It will be replaced by the new security gate which will remain closed and only accessed when needed. Staff also notes that both entrances will need an anti-ram and anti-climb gate.**

The Army has proposed a slide arm anti-climb/anti-ram security gate for both entrances. The proposed fence and gate are set in front of the existing historic wall and the historic piers of the Selfridge entrance. In both of these locations it appears as if there is a continuous fence across the entrance with an anti-ram gate across the bottom. The proposed design does not create a “gateway” at either location, but rather an image of a continuous fence line. By comparison, the existing historic wall includes several gateways, which are defined by the introduction of piers on either side of the entrance that are taller and larger than the wall itself. These piers help to define the entrance along the wall by creating a special feature along the length of the wall. The entrances in the proposed fence, on the other hand, lack a pier or other vertical expression on either side of the gate that could help to define the entrance. **Staff finds that the proposed gate design for both entrances is not a clearly defined gateway similar to the entrances in the historic wall. As proposed, there is no differentiation between the security fence and the gate. Staff would recommend that the Commission request the Army consider the use of piers, posts or other elements to clearly frame the gates, and explore additional design details that will help differentiate the gates from the proposed fence.**

Views

Arlington National Cemetery is listed as a historic district and the Fort Myer Historic District is listed as a National Historic Landmark on the National Register of Historic Places. The existing ANC historic wall is included as a contributing element of the ANC Historic District as it has been part of the historic landscape and defined the boundary between the fort and cemetery since the 19th century. There are other contributing elements of the ANC Historic District located near the historic wall such as the Argonne Cross Memorial. This memorial, according to the ANC website, is “...to the men and women of the World War I American Expeditionary forces who died in the Argonne Forest region of northeast France.” In December 2017, the Commission recommended that the Army provide a viewshed study when it submitted preliminary plans so the Army could identify any impacts the proposed fence will have on views and historic resources.

The Army conducted a viewshed study following the December 2017 Commission meeting and submitted it for review as part of the preliminary design. This viewshed study includes 21 different locations from inside the installation and from the ANC. The ANC views used in the study are from historic and important locations, including: Arlington House, the Millennium expansion, the

road leading up to the Old Post Chapel Gate, along the boundary wall, an area west of the Tomb of the Unknown Soldier, and the Argonne Cross. The Army has also included views of the new fence from JBMHH towards the Millennium expansion of ANC, the Old Post Chapel Gate, the Selfridge Gate, the Memorial Chapel Gate, and Hobson Gate. The Army included images of existing views and images of the fence superimposed on the view to demonstrate the visual impacts at 21 locations. **Staff notes that the Army has submitted a viewshed study that includes photo-simulations of the project, from various points inside the base and from Arlington National Cemetery for the project.** In addition, staff recommends that the Commission **commend the Army for conducting a thorough viewshed study to understand the impacts of the project on important nearby historic resources.**

Staff also acknowledges that the viewshed study demonstrates that the proposed security gates will have a negative visual impact on the historic wall. **Staff finds that the viewshed study demonstrates that the proposed fence will not have significant impacts on views from the Arlington National Cemetery into the base, however the fence and gates will negatively impact views toward the cemetery at several entrances.**

Landscaping

The Army has noted that the landscape concept for the project is to "...enhance existing landscape patterns while provide additional features such as seating areas that will subtly improve the boundary area and enliven it." The Army also notes that plaza at the Memorial Chapel will continue to be refined during the design process to tie directly to the existing pedestrian walkways at the north side of Chapel, which in-turn is a procession from the Memorial Chapel entrance. The submittal states that the plaza is spaced to afford wedding parties or other chapel event users an outdoor gathering space (weather permitting) for private waiting, a photographic setting, or receiving functions. The trellis, included in the design, gracefully compliments the facility architectural style and roof structure of the Memorial Chapel. **Staff notes that the Army is continuing to work on the landscaping to ensure that there is a coordinated design that balances the needs of both security and the campus planting guidelines and notes that the Army will submit a more developed design with its final submission.** Staff also **finds that the proposed plaza adjacent to the Memorial Chapel is a positive addition to the landscape and the events held at the chapel.**

Regarding the Commissions comment that the Army need to meet stormwater management requirements, the Army states that it will comply with these standards. **Staff notes the project will meet current stormwater management requirements from VA DEQ as stated by the applicant.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

Staff has determined that the proposed action is generally consistent with the Federal Elements of the Comprehensive Plan, particularly with the relevant policies contained within the Urban Design, Historic Preservation and Parks and Open Space Elements.

Joint Base Myers Henderson Hall Master Plan

This project is not included on the Commission approved installation master plan from 2013 and it needed to be referred to the state and local agencies for comments. Staff finds that the project conforms to several of the master plan goals and objectives, including:

GOAL - Continue to enforce and enhance security measures to provide a safe and secure environment.

- Support and incorporate anti-terrorism/force protection standards to provide a safe and secure environment for our residents and customers.

GOAL - Protect and maintain environmental and cultural resources.

- Use a systems approach to analyze the impact of future development on the environmental community.
- Implement sustainable practices to ensure an increased level of environmental stewardship.
- Use green technologies and materials that reduce environmental impacts and life-cycle costs.
- Emphasize design standards respectful of JBM-HH's historic nature and its contributions to local, regional, and national history.

National Historic Preservation Act

The Army has initiated Section 106 consultation with the Virginia Department of Historic Resources (DHR) and they have not made a determination at this time. The Virginia DHR made provided a few comments in a letter dated October 11, 2017 questioning the following:

- Is the fence an appropriate response to security concerns?
- Is it possible to co-locate the new fence on the existing wall?
- Does a fence have to be placed adjacent to the wall near the Millennium expansion area project?

The letter is attached to this report. The Army has responded to these comments in a letter dated December 5, 2017 and is continuing its consultation with the Virginia DHR. The Army expects to finalize its Section 106 responsibility by June 2018.

National Environmental Policy Act

The Army has developed an environmental assessment for this project and had a public meeting on the draft document on April 18, 2018. The Army anticipates having a FONSI for this project, which it expects to sign in July 2018. NCPC does not have an independent NEPA responsibility in the environs.

CONSULTATION

As this project was not included in the Joint Base Myer Henderson Hall Master Plan, NCPC referred this project pursuant to Intergovernmental Referral process to the appropriate Commonwealth of Virginia offices and locally to the Arlington County Government. The deadline for these comments is May 1, 2018.

U.S. Commission of Fine Arts

The Commission of Fine Arts approved the concept design of this project at its November 2017 meeting. The letter is attached to this report. The Army plans to submit the project to CFA again for review at its May 2018 meeting.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Submission Package

Prepared by Carlton Hart
04/26/2018

POWERPOINT (ATTACHED)

- Powerpoint

NCPC File #: 7925 New Security Fence

Joint Base Myer Henderson Hall
Arlington County, Virginia

Department of Defense, Department of the Army

Preliminary Site Development

Commission meeting date: December 7, 2017

NCPC review authority: 40 USC 8722 (b)(1)

Applicant request: preliminary site development plans

Delegated / consent / open / executive session: open

NCPC Review Officer: Hart

NCPC File number: 7925

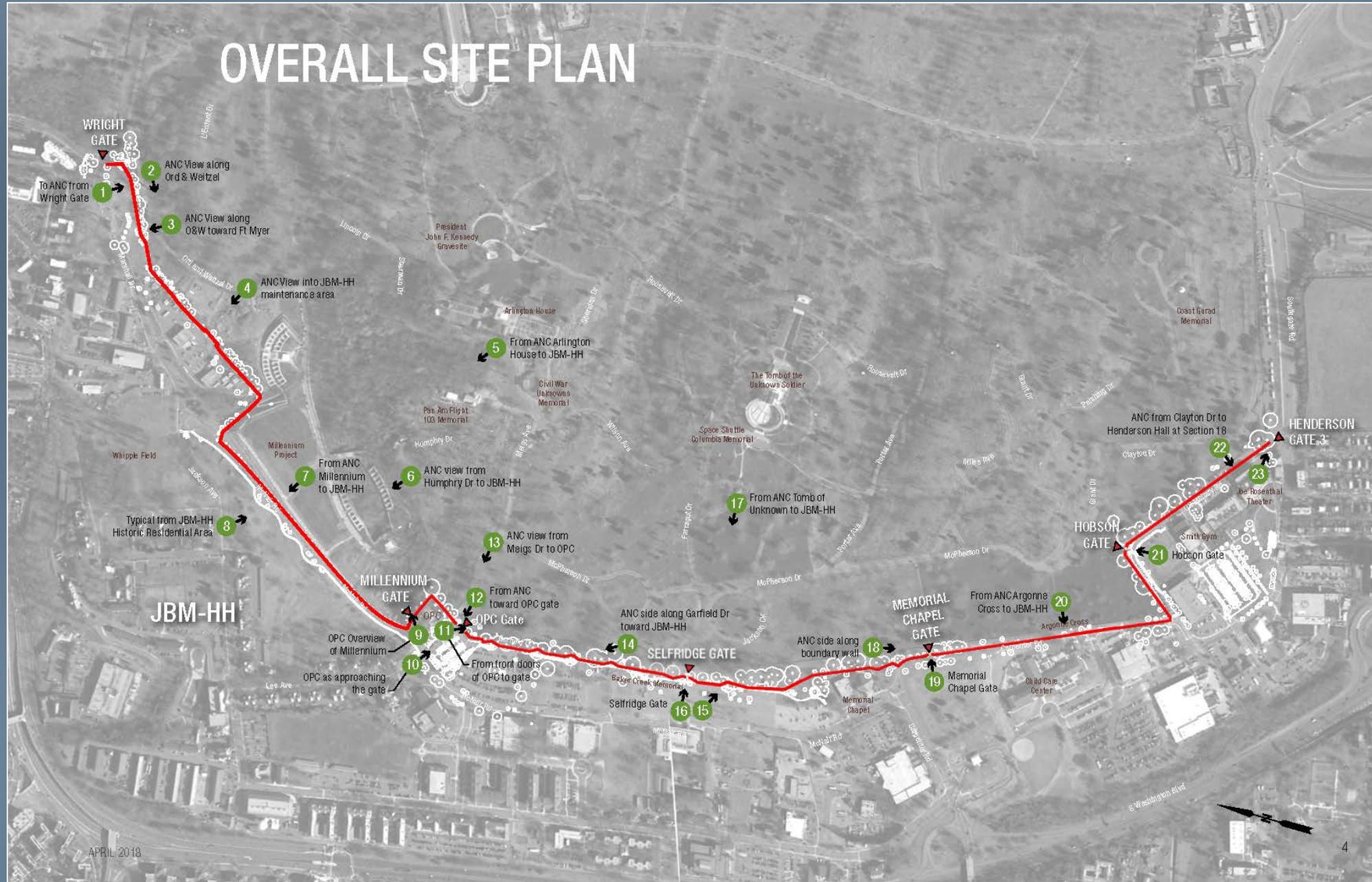
Project summary:

The Department of the Army has submitted a proposal to construct a two-mile-long, eight-foot tall, anti-climb decorative metal fence connecting the Wright Gate to the north with the Henderson Gate to the south. This project is being proposed at this time because the Army notes that the existing 4 foot tall wall is no longer adequate to protect the employees on the installation. In addition to the eight-foot decorative metal fence, improvements include 5 vehicular access gates of varying widths, eight-foot wide maintenance access gates at approximately 300' intervals, a five-foot wide trail that follows the path of countless runners and walkers that will be made from permeable pavement, small seating areas with benches and detailed planting along the trail, and landscaping consisting of trees, shrubs and groundcovers. A 117-space parking lot is also proposed which will replace existing parking spaces to be removed as part of the fence project.

Army responses to Concept Design Comments from NCPC December 2017

- Submitted viewshed study of fence
- Fence Design
 1. Fence realigned
 2. Removed “curb” beneath fence line
- Other items
 1. Reconsidering Memorial Plaza
 2. Parking lot response
 3. Provided some rationale for new slide gates

Viewshed Study





VIEW 1 – To ANC from Wright Gate

The new fence begins adjacent to the brick column for Wright Gate, and has a 6' perpendicular section before turning and running parallel with the Seneca sandstone wall towards ANC. Existing grade drops significantly and shields view of the fence approximately 90° from the road. Other improvements will include removal of ivy and other invasives from the wall and trees on JBM-HH property.

- Existing Wall to proposed Fence distance at this location is 6', and the wall height varies in this view from 8' at the gate to 4' along the eastern boundary.

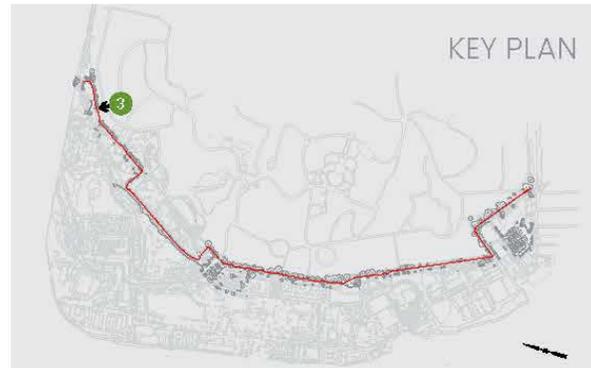


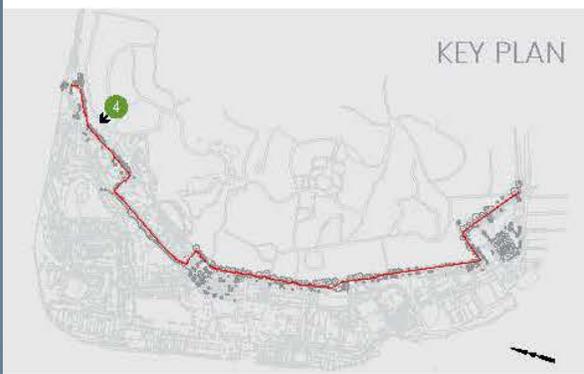


VIEW 3 – ANC View across O&W toward Ft Myer

The Historic Boundary Wall is the focal point in this view from Ord and Weitzel Drive in Arlington National Cemetery. Existing canopy trees and shrubs on Ft. Myer screen views of the fence, which is located about 30' from the wall; this location is also at a lower elevation than viewpoints from Ft. Myer, which help decrease the fence's visual impact. Selective pruning and removal of invasive vines and other plants will revitalize the existing vegetation, which will be augmented by new plantings of native trees and shrubs.

- Existing Wall to proposed Fence distance at this location is 33', and the wall height varies in this view from 6' to 7.5' along ANC/JBM boundary.





VIEW 4 – ANC View into JBM-HH maintenance area

The fence is located approximately 14' behind the Historic Boundary Wall in this view, and is screened by existing vegetation on both sides of the wall. The maintenance area in this photo consists mainly of a stormwater management storage facility, with the motor pool further to the left beyond the large oak trees. The distance across the burial field and the change in elevation help the fence recede in the view, allowing the trees, the wall and the burial markers to be the focal points.

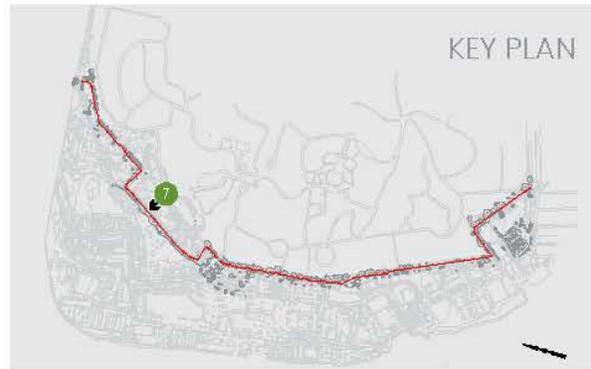
- Existing Wall to proposed Fence distance at this location is 24', and the wall height varies in this view from 5' to 6' along ANCBM boundary.



VIEW 7 – From ANC Millennium to JBM-HH

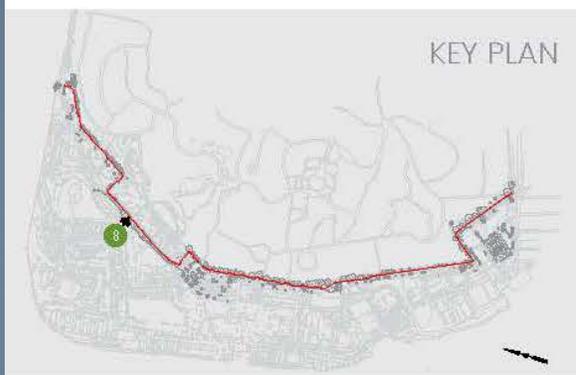
This view is similar to the previous View 6, but is much closer to the fence from the middle of the new Millennium site, a distance of about 330'. The rise in elevation across the interment area combined with the 15' niche wall help to screen the view of the fence as it runs parallel with McNair Road. New trees planted within the interment area as well as behind the niche wall will further mitigate views to the fence in years to come.

- Existing Wall to proposed Fence distance at this location is 26', and the wall height on the ANC side is 13' or 4' from the JBM side.



KEY PLAN





VIEW 8 – Typical from JBM-HH Historic Residential Area

The view from the historic residential area sweeps down across an open lawn, over the Millennium site and beyond to Washington. The fence, which is located 4' from the edge of McChair Road, blends in with the linear boundary wall marking the back of the niches. The pathway winding its way across the lawn area is the new jogging trail, whose gentle curves react to the natural contours and create pockets for new canopy trees.

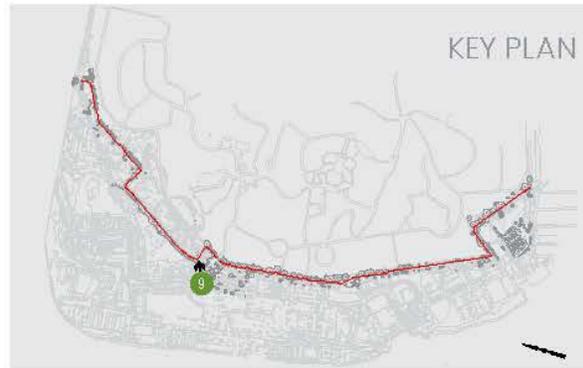
- Existing Wall to proposed Fence distance at this location is 22', and the wall height on the JBM side is 4'.



VIEW 9 – OPC Overview of Millennium

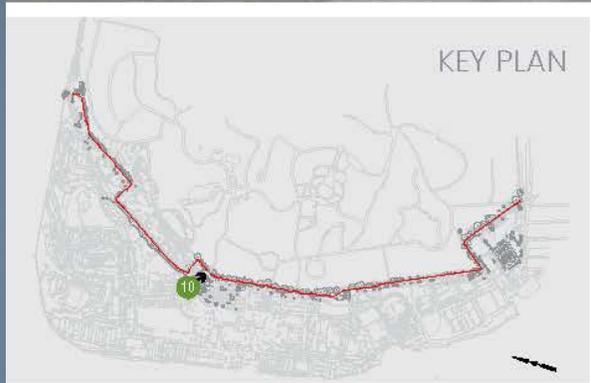
Limited space is available at the convergence of McNair Road, Biddle Lane and the driveway to the rear of the Old Post Chapel, providing approximately 5' between the fence and the Historic Boundary Wall. The view at this location is across the entire Millennium site, although the boundary wall hinders views of the foreground for drivers. The close proximity of the fence to the wall is partially screened by proposed landscaping, which will include a continuation of the canopy trees used along McNair Road, along with lower shrubs featuring seasonal displays of flowers and fall color.

- Existing Wall to proposed Fence distance at this corner location varies from 5' on the right to 18' on the left, and the wall height on the JBM side is 4'.



KEY PLAN

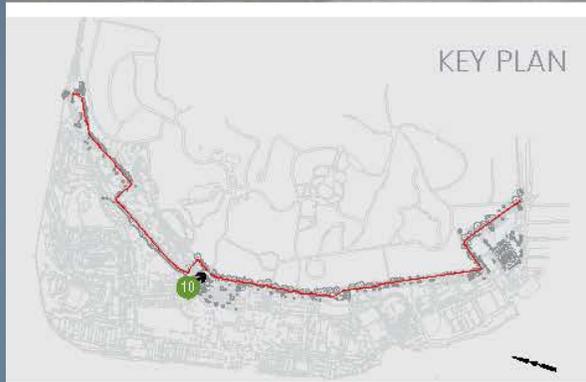




VIEW 10A – Entrance to ANC through the OPC Gate

The OPC gate serves an important symbolic role in the funeral ceremony, as all funeral processions from the chapel are led by the caisson between its two brick columns. It is very important the new crash barrier alters the aesthetics and functionality as little as possible. A sliding, beam-type barrier arm has therefore been chosen due to its low profile and lack of adornment. As shown in the rendering, the gate is kept open and is hidden behind the guard house, with only the guide stanchions visible. The new fence ties-in beyond the columns, keeping the pedestrian entrances open as well and preserving the solemn view into ANC.

- For this area at the OPC gate, the existing Wall to proposed Fence distance varies from 10' to 13' north of the gate, and 4' to 16' to the south of the gate. The wall height also varies from 8' at the gate to 4' to the north and south sides.



VIEW 10A – Entrance to ANC through the OPC Gate

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- For this area at the OPC gate, the existing Wall to proposed Fence distance varies from 10' to 13' north of the gate, and 4' to 16' to the south of the gate. The wall height also varies from 8' at the gate to 4' to the north and south sides.



VIEW 11 – From OPC entrance towards Gate

This view illustrates how several activities occur in front of the Old Post Chapel for a large funeral service, and how important the preservation of the open view into the cemetery is. With the beam-type vehicular barrier in the open position, which will be its status during the day when the OPC is in use, the view is generally unaltered from the current condition. A new parking lot configuration will enhance vehicular movement and provide a better-defined approach to the chapel for pedestrians.

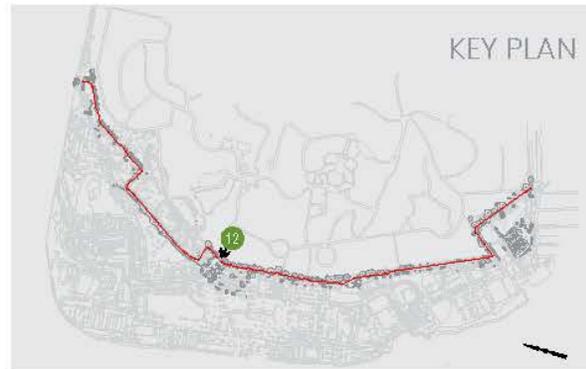
- For this area at the OPC gate, the existing Wall to proposed Fence distance varies from 10' to 13' north of the gate, and 4' to 16' to the south of the gate. The wall height also varies from 8' at the gate to 4' to the north and south sides.

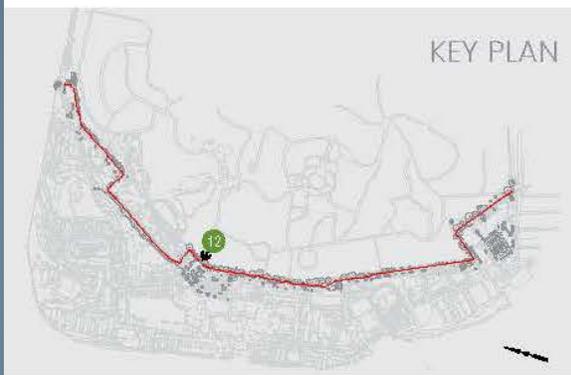


VIEW 12A – Closeup of OPC Gate from Meigs Dr

As in views from the base side of the OPC Gate, the new fence and vehicular barrier do not alter this view appreciably. With the gate in the open position, as it will be whenever visitors are within the cemetery, only the fence is visible above the Historic Boundary Wall.

- For this area at the OPC gate, the existing Wall to proposed Fence distance varies from 10' to 13' north of the gate, and 4' to 16' to the south of the gate. The wall height also varies from 8' at the gate to 4' to the north and south sides.





VIEW 12B – Closeup of OPC Gate from Meigs Dr when closed

At night and during hours when the OPC gate is closed, a sliding, beam-type barrier arm will be slid into place across the vehicle pathway to the station on the opposite side providing anti-ram security. As shown in the rendering from the ANC side, the gate is closed and is directly behind the existing wrought iron fence and brick piers.

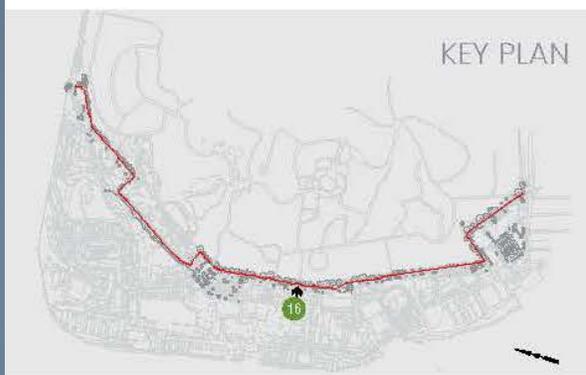
- For this area at the OPC gate, the existing Wall to proposed Fence distance varies from 10' to 13' north of the gate, and 4' to 16" to the south of the gate. The wall height also varies from 8' at the gate to 4' to the north and south sides.



VIEW 14 – ANC side along Garfield Dr toward JBM-HH

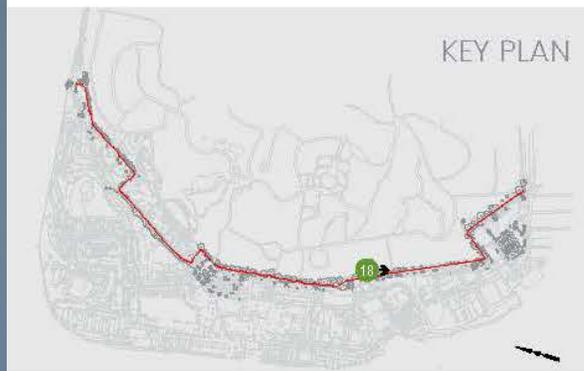
This image is a view from the ANC side of the boundary wall along Garfield Drive, just north of the Selfridge Gate, as it approaches The Old Post Chapel in the distance. Through this area the fence varies from 18' to 28' away from the wall, in a weaved and gently deflected alignment to avoid almost all tree impacts on the JBM-HH side. This faces on the JBM-HH side the Tri-Service parking lots. The new fence which is screened at the bottom half by the boundary wall is visible behind, with approximately the upper 4' visible from this position. Where new tree and landscaping locations are possible on the JBM-HH side, where space allows between the fence and wall, or as part of the planned parking area islands, improvements, they will be added to enhance the visual buffering.

- Existing Wall to proposed Fence distance at this location varies from 16' to 32', and the wall height on the ANC side is 3' to 3.5'.



VIEW 16 – Selfridge Gate

This more detailed view is an image of the improvements proposed at the Selfridge Gate, from the JBM-HH side along the new trail at the Tri-Service parking area. At the gate driveway the fence is located approximately 20' from the boundary wall, and is gently deflecting in an alignment to avoid almost all tree impacts on the JBM-HH side. The new fence which is screened at the bottom half by the boundary wall from the ANC side would be visible behind the wall, with approximately the upper 4' visible. The existing semi-ornamental gate between the boundary wall columns will remain, with a new anti-vehicle side gate added as part of the new fence project. The new vehicle reservoir incorporated at the gate driveway, will reposition the security key pad appropriately, and allow any maintenance vehicle to pull off of the new pedestrian path while the gate is opening. The other improvements shown in this detail are designed to enhance the setting of the existing Bakers Creek Memorial, and illustrate a proposed recreational resting area off the new path. This area also allows for new landscaping to further improve the setting, with ornamental shrubs possible which are illustrated in this image.



VIEW 18 – ANC side along boundary wall

The proposed new fence line in this image is between the southern end of the Memorial Chapel (which is outside the image to the right) and towards the section of Carpenter Road that parallels the historic wall, including the area on the ANC side of the Memorial Chapel gate. In the background you can see the top of the on-base Child Development Center. The Argonne Cross location is off this image to the far left. Through this area the fence varies from 14' to 50' away from the wall, in a weaved and gently deflected alignment to avoid all tree impacts on the JBM-HH side. This area also slopes away from the historic wall, which screens most of the view of the fence with only approximately the upper 2-3' visible from this position. Where new tree locations are possible on the JBM-HH side, where space allows between the fence and wall, they will be added to enhance the visual buffering.

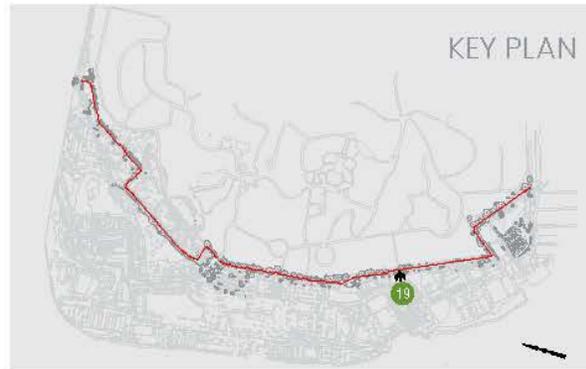
- Existing Wall to proposed Fence distance at this location varies from 14' to 20', and the wall on the ANC side is 5' to 6' height.

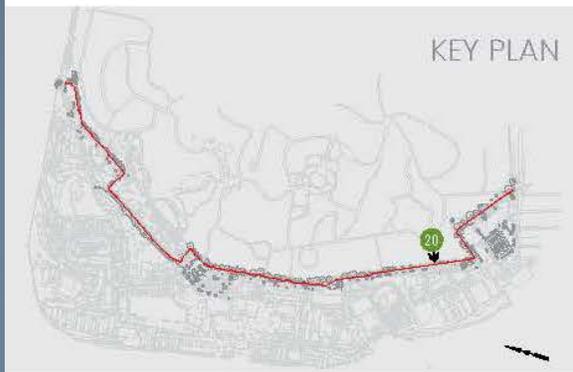


VIEW 19 – Memorial Chapel Gate

This view is from the JBM-HH side at the existing Memorial gate location. This gate remains closed most of the time, only used about once per month when a funeral larger than 250 guests is scheduled. The existing semi-ornamental gate between the wall columns will remain, with a new anti-vehicle slide gate added as part of the new fence project. The fence line along this portion of the historic wall is set 14' in front of a few feet from the curb line on Carpenter Road, with a new vehicle reservoir incorporated at the gate driveway; this allows any maintenance vehicle to pull off of Carpenter Road while the gate is opening. Where new tree locations are possible as space allows between the fence and wall, they will be added to enhance the visual buffering, as shown in this image.

- For this area at the Memorial gate, the existing Wall to proposed Fence distance is 14' before the returns along the gate driveway, and the wall height also varies from 5' to 6'.





VIEW 20 – From ANC Argonne Cross to JBM-HH

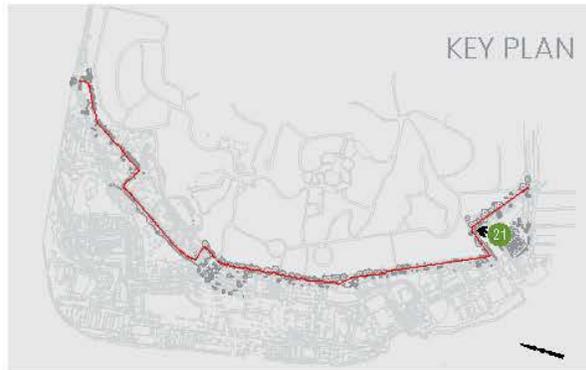
For this landmark location inside ANC, this view is directly towards the boundary wall centered on the Argonne Cross. In the background you can see the top of the on-base Child Development Center. Through this area the fence varies from 12' to 14' away from the wall in a green strip generally parallel to Carpenter Road (a few feet from the curb line). This is also the location, just to the right of the Cross in this view, where the transition from the 1870-1878 portion of the ANC historic boundary wall to the post-1888 construction is made. The red stone is clear at the right of this image, and the newer gray stone is towards the left. The new fence which is screened at the bottom half by the boundary wall is visible behind, with approximately the upper 4' visible from this position.

- Existing Wall to proposed Fence distance at this location is 12', and the wall on the ANC side is 4' height.



VIEW 21 – Hobson Gate

The view at this location is towards the boundary wall corner at the existing Hobson Gate, where Hobson Drive makes a turn eastward towards the terminus at Southgate Road (Gate 3). This road is also referred to as US Military Road on some maps. This gate is no longer in use, and has been semi-permanently closed with "Jersey barriers" in front of the existing ornamental gates, which will remain. The ANC side of this gate is used for construction staging and storage. For this project the new fence line will be installed aligning with the two boundary wall section on either side; 10' on the left side of this image, and 13' away from the wall on the right. This is possible because the entire parking rows on the ANC side of Hobson drive have been proposed to be removed so there is sufficient room for the new fence line. The connecting driveway apron to the gate will be removed as well. The corner will be a section at 45 degrees to both fence lines, and connecting them as a permanent installation, but with the ground area kept clear for easy future modification in case the gate ever needs to be re-opened. This corner also allows for a new landscape area, with trees and shrubs possible on either side which are illustrated in this image.





VIEW 22 – ANC from Clayton Dr to Henderson Hall at Section 18

This view from the ANC side of the boundary wall at Clayton Drive and towards the wall and proposed new fence is very close to the end of the project at Southgate Road (Gate 3). The fence line here straightly parallels Hobson Drive (US Military Road) again where parking along the boundary wall will be removed so there is sufficient room for the new fence line. The fence is set approximately 13' from the wall, a few feet from the curb line. The building in the foreground is Henderson Hall, with the Sheraton Hotel tower visible in the upper right-center which is actually situated off-base. The new fence which is screened at the bottom half by the boundary wall is visible behind, with approximately the upper 4' visible from this position.

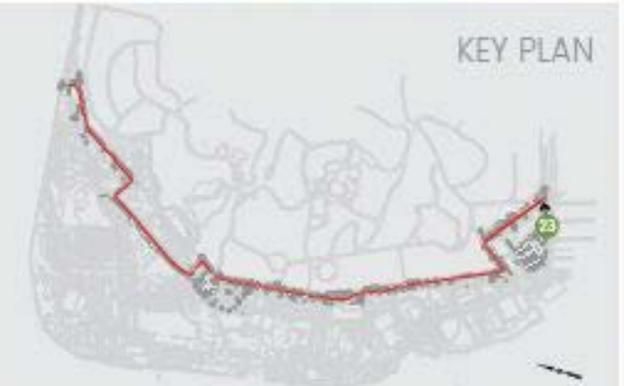
- Existing Wall to proposed Fence distance at this location is 13', and the wall on the ANC side is 4' height.

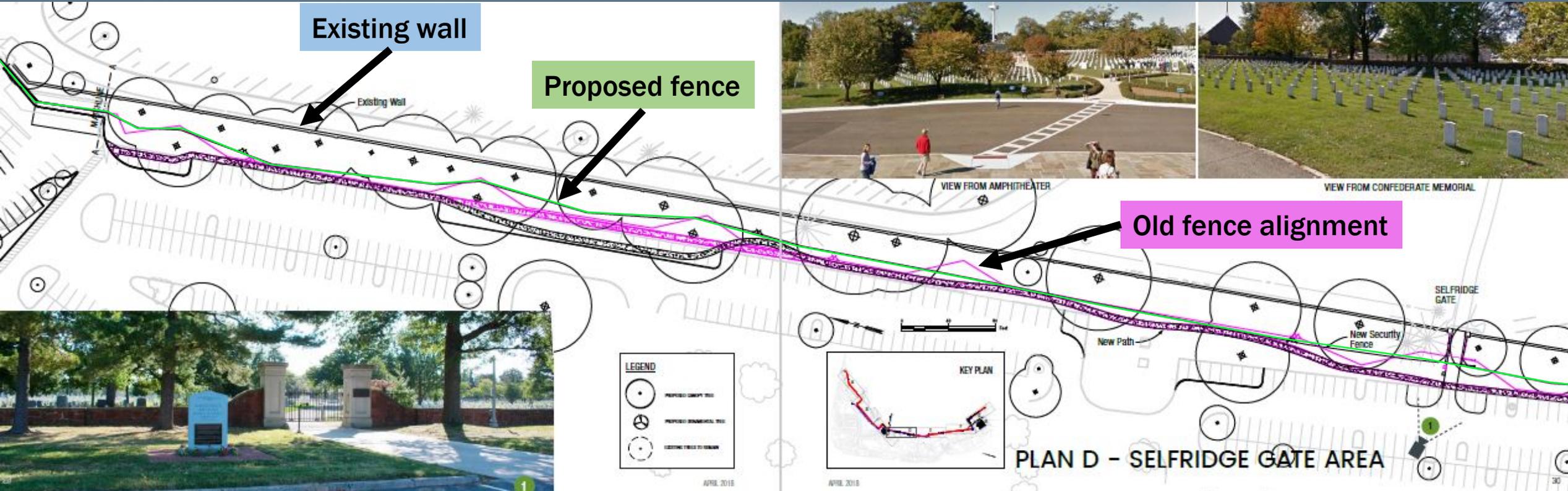


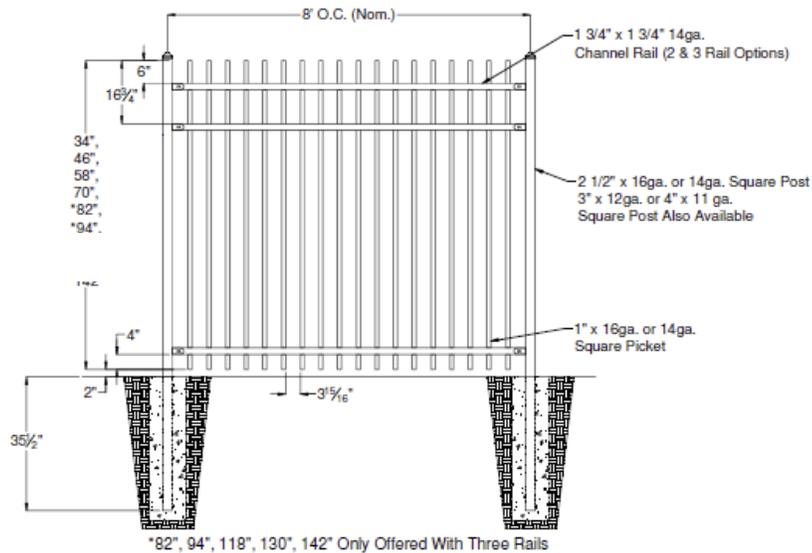
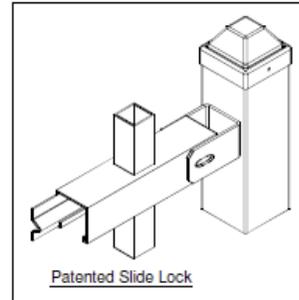
**VIEW 23 – From JBM-HH
on U.S. Military Rd to Gate 3**

This image depicts the view from the end of US Military Road, inside Gate 3, right before the Southgala Road intersection. The existing guard house and gate will remain with the new fence line tying into the crossing fence section just past the gate corner, and following the curb line as it proceeds northward. Several of the diseased and withered trees in this section on the JBM-HH side will be removed and replaced with screening shrubs under the canopy of the much larger mature (and healthy) trees on the ANC side. Now Canopy trees will also be added to the area between the fence and wall in the open areas north of this image, to enhance the screening from the ANC side.

- For this area near Gate 3, the Fence is set 13' from the existing Wall, and the wall behind section from more than 5'







Titan Industrial Fence Panel Elevation (Typ.)

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Style: EXT	Description: EXT-Titan-H[®] IND 92
Height: Indicated in Drawing	Rev #: 0 Rev Date: 8/8/14 JP
Panel Length: 92"	Scale: Do Not Scale
Class: Industrial	Drawn By: FS Date: 12/1/12

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MODEL TCG-12



Cantilevered Slide Gate

The model TCG-12 anti-ram slide gate is ASTM F2656-07 M50 certified (equivalent to U.S. Department of State K12). Having a standard height of 8', the gate uses an open frame structure that allows the user flexibility to match any existing fence design infill such as pickets or chain link. Gate clear openings of 12' to 28' are available. The TCG-12 is designed to operate manually or powered at standard operating speeds of up to two feet per second.

The TCG-12 cantilever design eliminates the need for a "V" track in the roadway making it ideal for existing sites which cannot afford to block the driveway for a lengthy construction project, or in cold, snowy climates where snow plows are a daily fact of life.



U.S. COMMISSION OF FINE ARTS

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22 November 2017

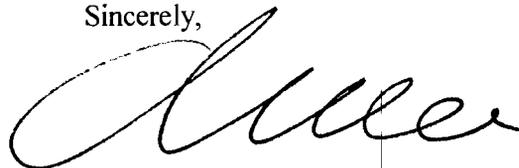
Dear Col. Duggan:

In its meeting of 16 November, the Commission of Fine Arts reviewed a concept design submission for a new security fence for Joint Base Myer–Henderson Hall along its boundary with Arlington National Cemetery. The Commission approved the concept design with the following comments.

The Commission members expressed appreciation for the clarity of the presentation, and they supported the intent to provide a new two-mile-long security barrier, roughly parallel to the cemetery's historic stone boundary wall, that responds to specific landscape conditions. They commented generally that the proposed metal fence is most successful when aligned according to its own logic and placed far enough from the historic wall to provide sufficient room for a distinctive landscape character, and they advised creating wider areas where feasible. They recommended creating more deliberate rectilinear niches to accommodate existing large specimen trees instead of the more random, zigzag alignment as proposed in some locations. In support of the proposal, including the first option proposed for the Old Chapel gate, they recommended providing an on-site mockup to study the final design and color of the fence, particularly at the gates most used by the public.

The Commission looks forward to the next submission. As always, the staff is available to assist you in the further development of the proposal.

Sincerely,



Thomas E. Luebke, FAIA
Secretary

Col. Patrick M. Duggan, Commander
Joint Base Myer–Henderson Hall
Fort Myer, VA 22211

cc: Kevin Hubbard, Jacobs



COMMONWEALTH of VIRGINIA

Department of Historic Resources

2801 Kensington Avenue, Richmond, Virginia 23221

Molly Joseph Ward
Secretary of Natural Resources

Julie V. Langan
Director

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11 October 2017

Mr. Richard P. LaFreniere
Department of the Army
Joint Base Myer-Henderson Hall
204 Lee Avenue
Fort Myer, Virginia 22211-1199

Re: Boundary security fence between Joint Base Myer-Henderson Hall and Arlington National Cemetery, Arlington, Virginia
DHR File No. 2016-0264

Dear Mr. LaFreniere:

Please accept this letter as a follow up to our 13 September 2017 conference call regarding updated plans for the proposed boundary security fence between Joint Base Myer-Henderson Hall (JBM-HH) and Arlington National Cemetery (ANC). Much in this correspondence reiterates comments made earlier either at the 4 May 2016 site visit to the project area or during the telephone conference call on 13 September. It is important; however, that the Department of Historic Resources (DHR) formalizes our thoughts regarding JBM-HH's plan to construct the nearly 2,000-foot security fence along its border with ANC. To put our comments into their proper context, we believe it necessary for DHR to remind JBM-HH of the following: 1) the proposed boundary security fence will impact, directly or indirectly, two properties listed in the National Register of Historic Places, the Fort Myer Historic District (also listed as a National Historic Landmark (NHL), the National Park Service's (NPS) highest recognition) and the Arlington National Cemetery Historic District (identified by NPS as nationally significant and likely qualifies for NHL status), 2) the National Historic Preservation Act, as amended, (Section 110(f)) and the Section 106 regulations (36 CFR §800.10) afford special considerations for NHL properties, 3) the Section 106 regulations require a federal agency "to develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize, or mitigate adverse effects on historic properties" (36 CFR §800.6(a)), and; 4) an important role that DHR, as the State Historic Preservation Office, has in the Section 106 process is to assist the federal agency in meeting its responsibilities under the National Historic Preservation Act. Please accept our remarks contained in this letter in that spirit.

The following are DHR's comments on the current plans for the proposed JBM-HH boundary security fence.

- Due to its significant military and ceremonial mission and the high ranking personnel living on post, DHR appreciates the need for JBM-HH to maintain a high level of security and protection. However, we respectfully ask if the project's defined purpose and need justify the proposed response. Although we understand the necessity for increased security and Anti-Terrorism/Force Protection measures in a Post 9-11 environment, JBM-HH has operated without a physical boundary security fence between it and ANC for decades. Is the proposed boundary security fence as currently designed the best way to address JBM-HH's reasonably expected security threats?

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5357 Main Street
PO Box 519
Stephens City, VA 22655
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- We believe that the security fence need not extend along the entire length of the boundary between JBM-HH and ANC. For example, at the motor pool area it may be more appropriate and cost effective to replace and extend the chain link fence and tie it into the existing historic stone wall. Additionally, in some locations where the historic stone wall functions as a retaining wall for ANC and conforms to the desired security height requirement as it faces the cemetery, such as at the Millennium site, no action may be necessary. It is our understanding from what was said during the 13 September conference call that there were safety concerns raised regarding not having a fence along the length of stone wall at the Millennium site. The fear, as was relayed, is that joggers or other pedestrians may fall over the stone wall without the added barrier of the security fence. Has this been a serious problem at JBM-HH which DHR is unaware? Can the jogging/pedestrian path be relocated to the other side of the street at this location?
- The DHR does not support the new design that locates the boundary security fence to the west side of the Old Post Chapel. The Old Post Chapel is a contributing resource to the Fort Myer Historic District. By constructing the boundary security fence at this location it would physically and visually segregate an important building from the rest of those properties in the district to which it is historically and functionally related.
- At the 4 May site visit there was discussion about locating the fence on top of the historic stone wall. According to what was said during the 13 September telephone call this option is not possible due to funding requirements which will not allow JBM-HH funds to be spent on ANC assets. Considering that the project will improve the security posture of both installations is there any potential to define the undertaking as a joint venture in the budgeting system, thereby permitting the construction of the security fence on top of the ANC stone wall?
- The design of the security fence itself is extremely important due to its visual prominence within the Fort Myer Historic District and from the Arlington National Cemetery Historic District. From the small scale of the plans provided it is difficult to know what the security fence will look like. The DHR recommends referencing existing historic precedent at ANC and, if any, at Fort Myer for inspiration on an appropriate design for the new boundary security fence.

We look forward to continuing our consultation with JBM-HH on this project.

If you have any questions about our comments, please call me at (804) 482-6090.

Sincerely,



Marc Holma, Architectural Historian
Division of Review and Compliance

C: Mr. Ian Frank, ARMY
Mr. Carlton Hart, NCPC
Mr. Frederick Lindstrom, CFA
Ms. Rebecca Stevens, ANC
Mr. David Fedroff, ANC