



Executive Director's Recommendation

Commission Meeting: November 7, 2019

PROJECT

**National Law Enforcement Officers
Memorial Modification**

Judiciary Square
444 E Street, NW
Washington, DC

SUBMITTED BY

United States Department of the Interior
National Park Service

REVIEW AUTHORITY

Commemorative Works
per 40 U.S.C. § 8905

NCPC FILE NUMBER

6321

NCPC MAP FILE NUMBER

1.20(73.10)45011

APPLICANT'S REQUEST

Approval of comments on concept
plans

PROPOSED ACTION

Approve with comments on concept
plans

ACTION ITEM TYPE

Staff Presentation

PROJECT SUMMARY

The National Park Service (NPS) in conjunction with the National Law Enforcement Officers Memorial Fund, Inc. (NLEOMF) has submitted plans for modifying the National Law Enforcement Officers Memorial located in Judiciary Square in northwest Washington, DC. This proposed modification is to add a 15-inch stone top to the existing walls of remembrance which will increase the amount of space for additional names. The memorial site is a 3-acre parcel at the center of historic Judiciary Square, located between E and F Streets, NW and 4th and 5th Streets, NW. In 1791 Pierre Charles L'Enfant's plan for the Federal City originally designated this space as the site for the Federal Judiciary. Judiciary Square has been the site of important historical events and buildings including presidential inaugurations, important trials, DC's first City Hall, D.C.'s first jail, and a civil war hospital. The memorial site is defined by the National Building Museum to the north, and the National Law Enforcement Museum and the DC Superior Court to the south, with DC Court Buildings bordering the east and west sides.

When the memorial was dedicated, it displayed the names of the 12,561 officers who had died in the line of duty through the end of 1990. The FBI has been keeping track of fallen officer deaths since 1960. Prior to the memorial being constructed, the NLEOMF contacted every police department in the nation to confirm line of duty deaths prior to 1960. Each year before National Police Week in May, the names of the fallen officers from the previous calendar year, as well as any newly discovered pre-1960 historical names, are added. When the memorial was originally designed, enough space was provided on the name walls to add names annually through 2100, based on an average of 153 line of duty deaths each year. This projection has been fairly accurate with an average of 158 officers dying in the line of duty each year for the last 10 years. However, the NLEOMF did not anticipate that there would be an average of 184 additional historical names discovered each year since the memorial's dedication 28 years ago. Additionally, the tragic events of September 11, 2001 have resulted in several unanticipated deaths (72 this year) related to

illnesses caused by officer's direct exposure to the events. In summary, an average of 337 names are added to the memorial each year – much more than initially anticipated. The walls currently display the names of 21,183 fallen officers and NLEOMF notes that if names continue to be added at the rate described above, the Memorial will no longer have space for additional names by 2029.

KEY INFORMATION

- The Commission approved the memorial design in March 1990 and it was dedicated in October 1991.
- The memorial site is a 3-acre parcel at the center of historic Judiciary Square, located between E and F Streets, NW and 4th and 5th Streets, NW.
- Judiciary Square was originally designated space for the Federal Judiciary and has been the site of historical events and structures.
- The design includes: two walls of remembrance, a central plaza, a cascading pool, walking paths, two sitting areas that parallel the walls of remembrance and pleached trees surrounding the outside of the walls of remembrance. Pleaching is a term used for trees that have been grown, typically in a row, where their branches are intertwined and trimmed to form a wall.
- The memorial was designed to add names to honor fallen law enforcement officers from post-1960 to 2100. If current trends continue, the memorial is now anticipated to be out of space for additional names by 2029.
- The memorial anticipated that names would be added at a specific rate annually. This rate has significantly increased due to two factors: the discovery of more pre-1960 names than anticipated and the addition of officer's names who either died on 9/11/01 or later due to illness caused by exposure to that tragic event.
- There were 12,561 names included on the walls of remembrance when the memorial was dedicated. There are now 21,183 names included on the walls.
- This proposal will provide the memorial with enough space to accept names to 2057.

RECOMMENDATION

The Commission:

Finds that the existing memorial design maintains clear views through the site; provides spaces for quiet contemplation and integrates well with the surrounding historic buildings by introducing simple, elegant elements.

Notes that the applicant considered different alternatives ranging from adding names on other existing memorial elements to proposing a longer cap stone along the top of the walls of remembrance.

Supports the current proposal as an appropriate design solution for providing additional name space because it incorporates a minimal height addition to the existing memorial, generally

maintains views above the walls, preserves areas of contemplation, and integrates well with its surrounding context.

Recommends the applicant prune the row of pleached trees at the bottom of the canopy to maintain the existing views that will be impacted with the taller walls of remembrance.

PROJECT REVIEW TIMELINE

Previous actions	March 1990 – approved the preliminary and final landscape plans.
Remaining actions (anticipated)	– Preliminary and final site development plan approval

PROJECT ANALYSIS

Executive Summary

Staff is supportive of this proposal to integrate an addition to the walls of remembrance at the National Law Enforcement Officers Memorial. This addition will lengthen the time for adding names to the memorial which has been unexpectedly shortened due to unforeseen events. The proposal is a modest addition that is in keeping with the intent of the overall design for the memorial and will minimally impact views through the site. The project is consistent with relevant policies within the Urban Design, Historic preservation and the Visitors and Commemoration Elements of the Comprehensive Plan.

Analysis

The Commission approved the final memorial plans in March 1990. The National Law Enforcement Officers Memorial is a memorial that honors federal, state and local law enforcement officers who have died in the line of duty throughout our nation's history. The current submission proposes to sensitively integrate an addition into the existing design to allow space for additional names while maintaining the views throughout the memorial site. The applicant notes that unforeseen circumstances consisting of the September 11, 2001 tragedy and the increased discovery of names of fallen officers from early in this nation's history have unfortunately accelerated the addition of officer's names to this memorial. Due to these circumstances, it is now expected that the memorial will be out of name space by 2029, several decades before the original completion date of 2100.

The design team has worked with agency stakeholders to explore alternatives for additional name space that appropriately honors fallen officers while preserving the design integrity of the existing memorial within its historic context of Judiciary Square. The alternatives that were explored included placing names on an additional wall element, placing names on the existing long low

seating walls, and placing names on the pathways themselves. After some discussion, the NLEOM Fund ultimately rejected these ideas as inappropriate alternatives for honoring fallen law enforcement officers because they were not consistent with the original design. The decision to add names to the existing two walls of remembrance was embraced by the NLEOM Fund because they believed it would continue to honor the officers while only minimally impacting the existing design.

The proposal raises the existing walls of remembrance 15 inches by replacing the existing wall cap with a 15-inch stone cap. The project will have a minor impact on the views through the site given that the overall wall height increases from the existing three foot, seven inches to a proposed four foot, ten inches. While the proposed height is taller than the existing condition, staff believe that the new height will maintain views for memorial visitors. This addition will allow space along both walls of remembrance for approximately 9,000 more names and extend the capacity of the memorial to 2057. The extended height of the memorial runs the length of both walls of remembrance. The transition from the proposed wall expansion height to the existing wall height will occur a few feet before the end of each wall to soften the transition. The existing diagonal pathways separate the walls of remembrance from the entry walls with lion sculptures. Neither the existing entry walls nor the lion sculptures will be modified. The proposed impacts will be confined to just the walls of remembrance. No other existing structure at the memorial will be modified as the existing wall footing foundations have sufficient structural capacity to support the proposed extended stone wall cap.

The existing pleached trees complement the memorial design by helping to create “walls” and a “ceiling” for a more intimate memorial setting. The proposed addition to the existing walls of remembrance will narrow the view in between the top of the wall and the bottom of the pleached tree canopy. To compensate for this minor impact, staff recommends the applicant prune a few of the lower branches of the existing pleached trees to help maintain these views in the future.

After reviewing the submission materials, staff understands that the applicant is seeking to balance the need to honor fallen law enforcement officers, with the need to maintain the integrity of this design is important. Staff recommends that the Commission **support the current proposal as an appropriate design solution for providing additional name space because it incorporates a minimal height addition to the existing memorial, generally maintains views above the walls, preserves areas of contemplation, and integrates well with its surrounding context.** Staff also recommends the applicant **prune the row of pleached trees at the bottom of the canopy to maintain the existing views that will be impacted with the taller walls of remembrance.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

Staff finds that the proposed addition to the memorial is consistent with the policies from the Urban Design, Historic Preservation, and Visitors & Commemoration Elements.

National Historic Preservation Act

Pursuant to its responsibility under the Act, NPS has submitted a concurrence letter with this application stating that the DC State Historic Preservation Office agrees that this project will have no adverse effect on historic resources. NCPC has a Section 106 responsibility and has also initiated this process.

National Environmental Policy Act

Pursuant to its responsibility under NEPA, NPS stated that this project can be covered under one of its categorical exclusions. The Commission also has a NEPA responsibility and will also use a categorical exclusion, § 601.12 (a)(2) which allows for “approval of the installation or restoration of minor site elements, such as but not limited to identification signs, sidewalks, patios, fences, curbs, retaining walls, landscaping, and trail or stream improvements.”

CONSULTATION

Coordinating Committee

At its October 16, 2019 meeting, the Coordinating Committee forwarded the proposed comments on concept design to the Commission with the statement that the proposal has been coordinated with all participating agencies. Participating agencies include the National Park Service, General Services Administration, Washington Metropolitan Area Transit Authority, the District of Columbia State Historic Preservation Officer, and the District Department of Energy and the Environment.

U.S. Commission of Fine Arts

The Commission Fine Arts reviewed and approved the concept design for this project at its October 17, 2019 meeting.

ONLINE REFERENCE

The following supporting documents for this project are available online at www.ncpc.gov:

- Submission Package

Prepared by Carlton Hart
10/29/2019

POWERPOINT (ATTACHED)

National Law Enforcement Officers Memorial Modification

444 E Street, NW, Washington DC

Approval of Comments on Concept Plans

United States Department of the Interior,
National Park Service

Project Summary

Commission Meeting Date: November 7, 2019

NCPC Review Authority: 40 U.S.C. § 8905

Applicant Request: Approval of Comments on Concept Plans

Session: Consent Calendar/Open

NCPC Review Officer: Carlton Hart

NCPC File Number: 6321

Project Summary:

In 1987 the Memorial Fund commissioned Davis Buckley Architects and Planners (DBA) to complete the site selection process, design the Memorial and obtain all required jurisdictional design approvals from the Secretary of the Interior, the U.S. Commission of Fine Arts and the National Capital Planning Commission. The Memorial Fund raised the necessary funds to construct the Memorial and selected the George Hyman Construction Company as the General Contractor. Construction commenced in October of 1990 and the Memorial was dedicated on October 15, 1991.

The Memorial site is a 3-acre parcel at the center of historic Judiciary Square, located between E and F Streets, NW and 4th and 5th Streets, NW. In 1791 Pierre Charles L'Enfant's plan for the Federal City originally designated this space as the site for the Federal Judiciary. Judiciary Square has been the site of important historical events and structures including presidential inaugurations, D.C.'s first City Hall, D.C.'s first jail, a civil war hospital, the emancipation of slaves and assassination and sedition trials. The Memorial site is defined by the National Building Museum to the north, and the National Law Enforcement Museum and the DC Superior Court to the south, with DC Court Buildings bordering the east and west sides. When the site was originally selected it was a seldom used park, with parking lots on each side and featuring two Metro elevators and an escalator entry serving the Judiciary Square Metro Station, which was constructed below the site in the mid-1970's.

Project Summary

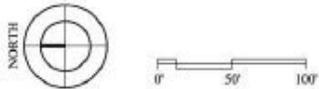
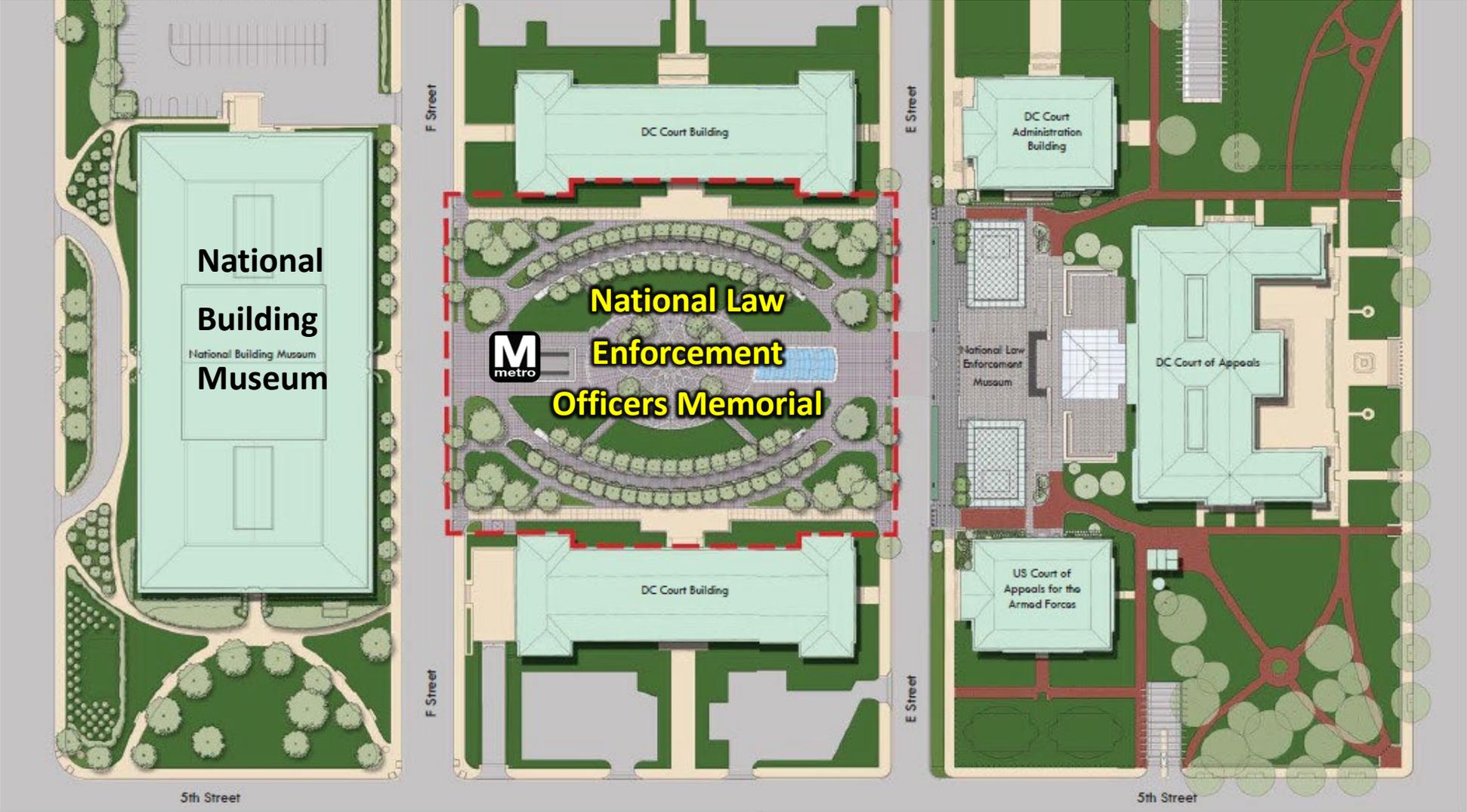
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Site Location



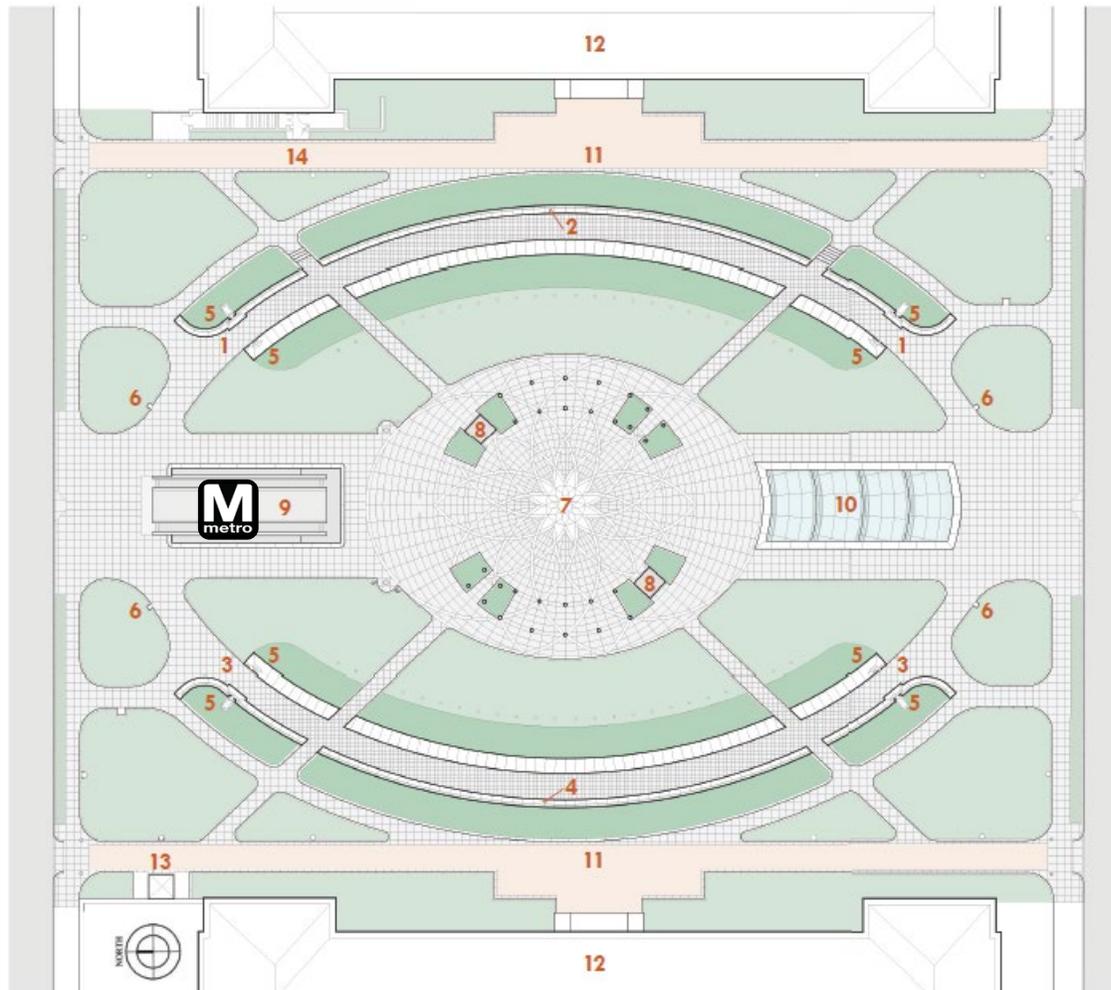
Location Map

Judiciary Square



JUDICIARY SQUARE PLAN

Law Enforcement Officers Memorial



MEMORIAL PLAN

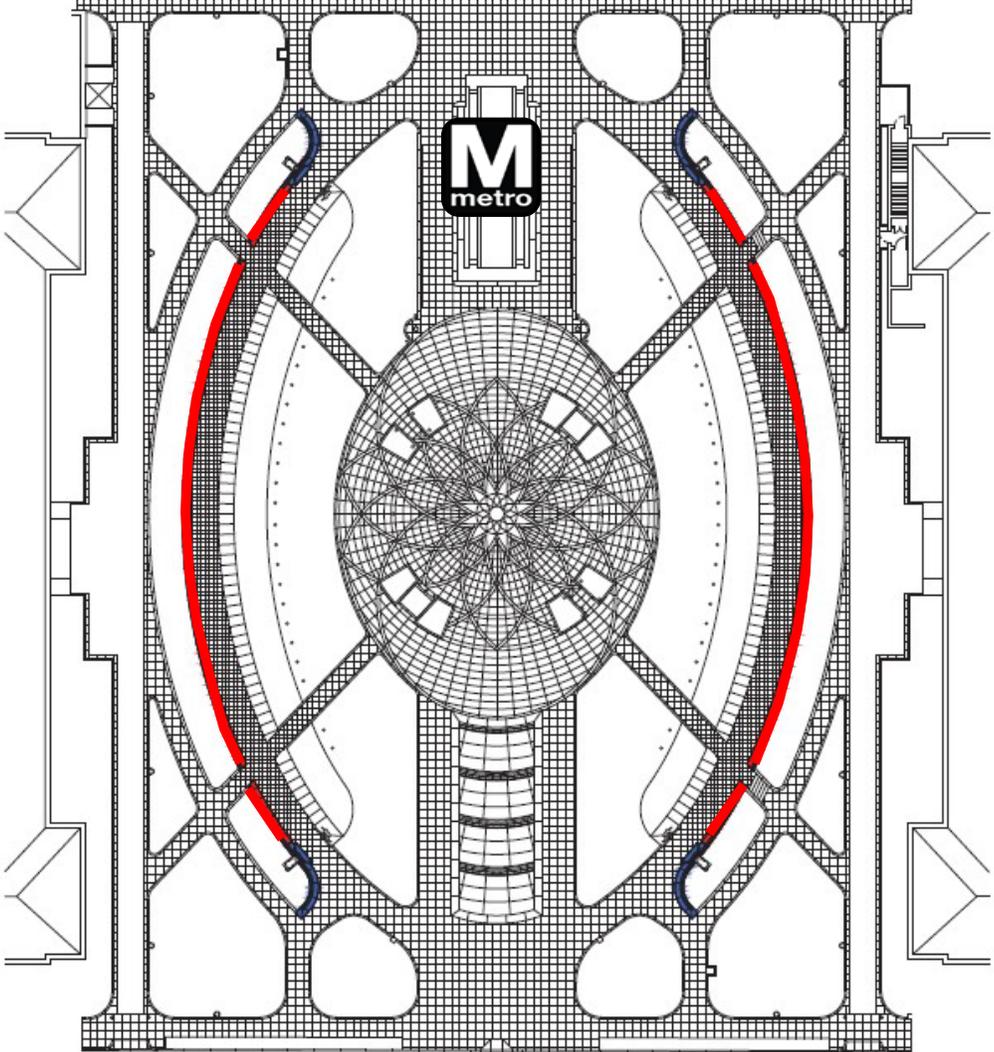
MEMORIAL FEATURES

- 1 EAST PATHWAY OF REMEMBRANCE
- 2 EAST NAME WALL
- 3 WEST PATHWAY OF REMEMBRANCE
- 4 WEST NAME WALL
- 5 LION SCULPTURES
- 6 FALLEN OFFICER NAME DIRECTORIES
- 7 CENTER PLAZA
- 8 METRO ELEVATOR
- 9 METRO ESCALATORS
- 10 CASCADING POOL
- 11 ACCESS DRIVE / FIRE LANE
- 12 D.C. COURT BUILDING
- 13 INFORMATION KIOSK
- 14 NPS STORAGE / ELECTRICAL

Existing Conditions



Initial Design

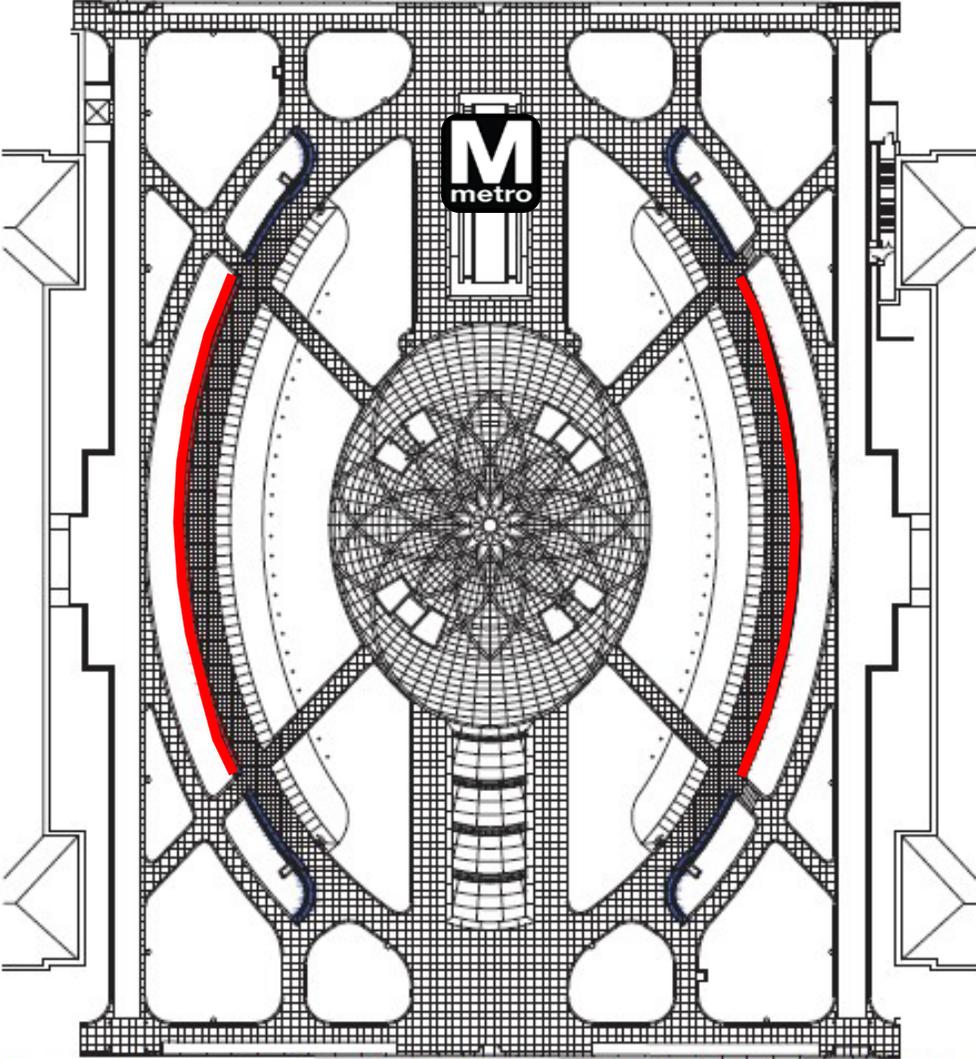


SITE PLAN ⓘ NAME WALLS ■ EXISTING HEIGHT ■ ADDED HEIGHT

DESIGN PI



Concept Proposal



Design Evolution



DESIGN PROCESS - MOCK-UPS AND 3D MODELS

Concept Design – Plan and Sections

