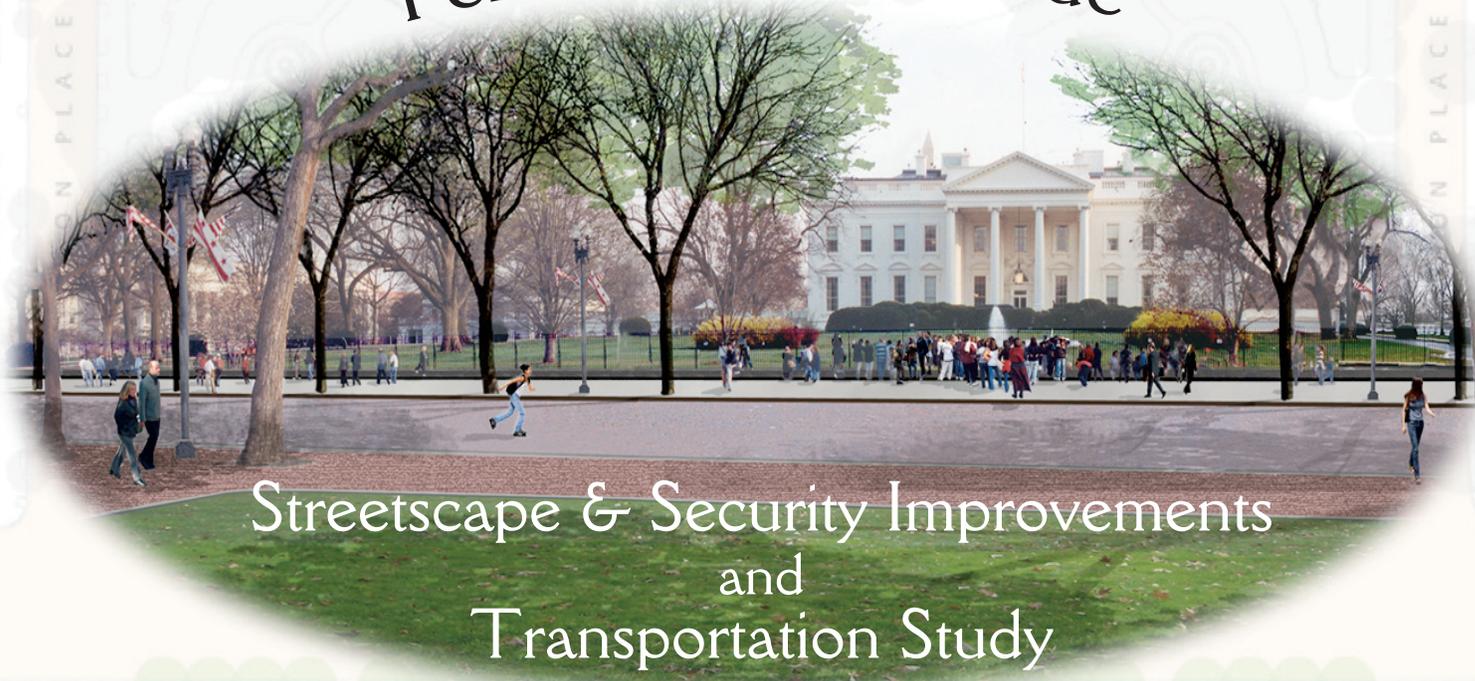
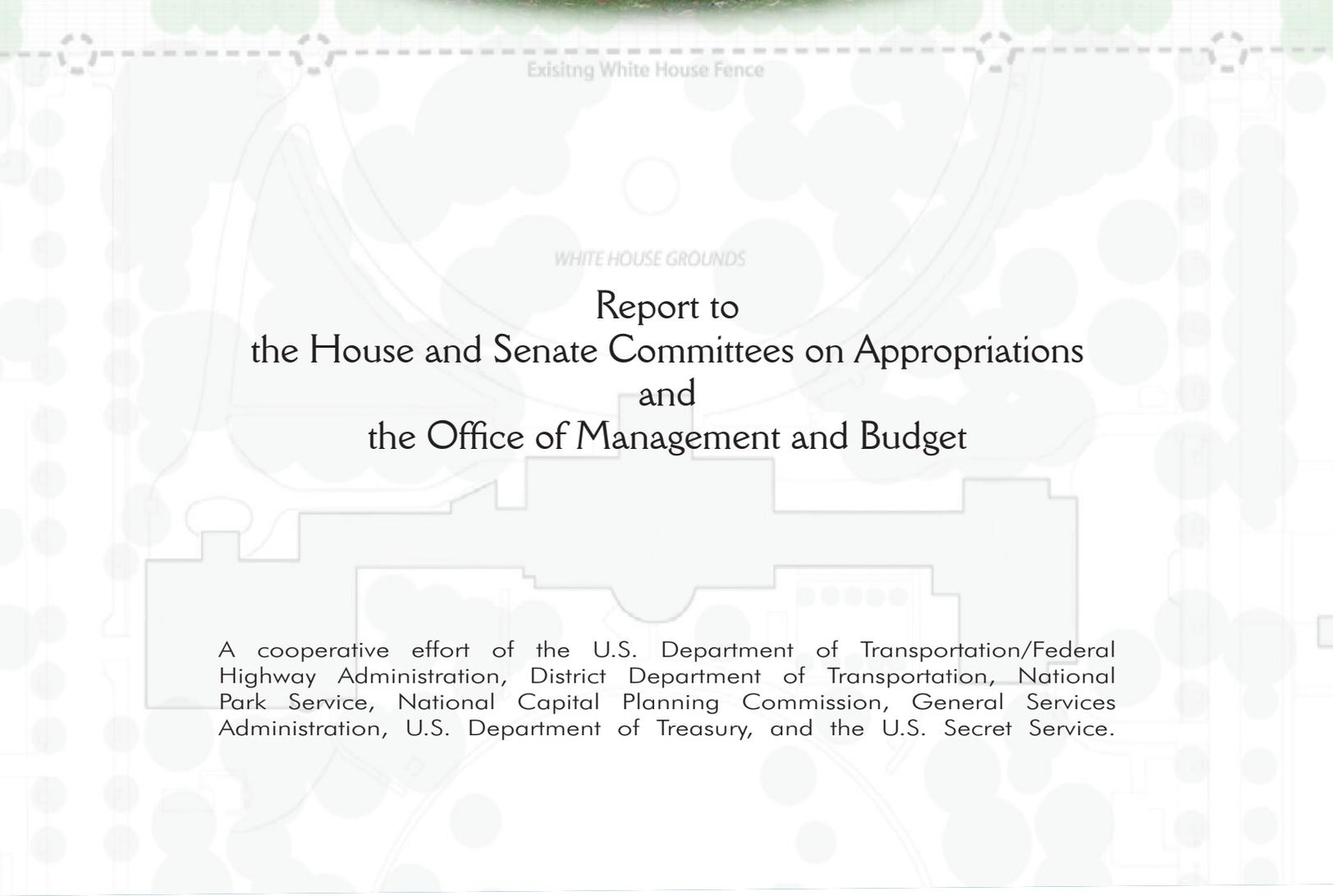




Pennsylvania Avenue



Streetscape & Security Improvements and Transportation Study



Existing White House Fence

WHITE HOUSE GROUNDS

Report to
the House and Senate Committees on Appropriations
and
the Office of Management and Budget

A cooperative effort of the U.S. Department of Transportation/Federal Highway Administration, District Department of Transportation, National Park Service, National Capital Planning Commission, General Services Administration, U.S. Department of Treasury, and the U.S. Secret Service.

Summary of Public Law 108-7

Pennsylvania Avenue. — The Consolidated Appropriations Resolution, 2003 (P.L. 108-7), includes \$6,100,000 (adjusted by rescission elsewhere in the same act) for planning and design activities and for the initiation of construction of the improvement project at Pennsylvania Avenue in front of the White House. Of the funds provided, \$2,800,000 is to complete planning and design for the project and \$3,300,000 is for conducting structural testing of streetscape components, initial surveying and utility relocation. In addition, \$5,000,000 is provided for transportation studies to address traffic problems in the immediate vicinity of the White House, including an engineering design to alleviate congestion resulting from street closures in that area. The project is to be managed by the Federal Highway Administration (FHWA) in consultation with the National Capital Planning Commission.

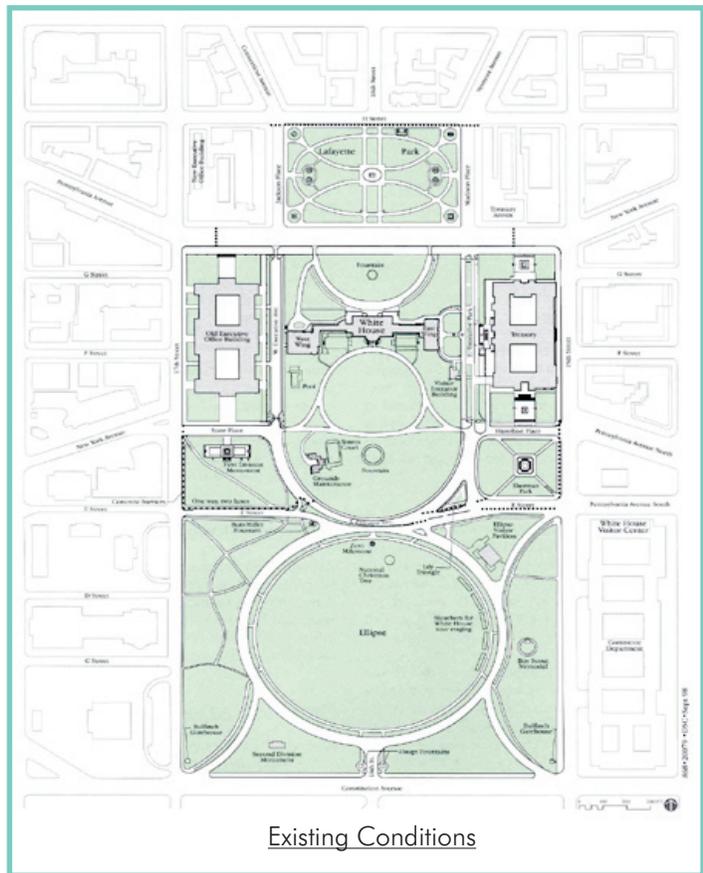
The FHWA is directed to submit a report to the House and Senate Committees on Appropriations and the Office of Management and Budget within 6 months of enactment of the act on the Pennsylvania Avenue enhancements, as well as the study that examines the impacts of street closures and traffic restrictions in the vicinity of the White House.

Pennsylvania Avenue in Front of the White House Security and Streetscape Improvements

Background

Pennsylvania Avenue and portions of Jackson and Madison Place have been closed to public vehicular traffic since May 1995 after the Oklahoma City bombing when the Secretary of the Treasury, following the recommendations of a panel charged with reviewing White House security, ordered Pennsylvania Avenue closed between 15th and 17th Streets, NW, as well as Jackson and Madison Places.

The National Capital Planning Commission (NCPC) established an Interagency Security Task Force in February 2001 to consider the impact of Federal security measures on the historic urban design of Washington's Monumental Core. As a result of this Task Force, in 2002, the NCPC publicized its Urban Design and Security Plan for streetscape and security improvements around Federal buildings within nine security zones in the District of Columbia. The highest priority of all proposed improvements is Pennsylvania Avenue between 15th and 17th Streets, Jackson Place, and Madison Place, NW, within the President's Park. The Task Force concluded that Pennsylvania Avenue should not be reopened to normal vehicular traffic in the current security environment and recommended the design and construction of a landscaped, civic space along the Avenue. The project will also include reconstruction of Pennsylvania Avenue, synthetic concrete paving, granite paving and sidewalks, hardened streetscape elements and security devices, landscaping, utility relocation, and other work.



Because the NCPC is a planning and regulatory agency, the NCPC requested the Federal Highway Administration (FHWA) to be the implementing agency for the project management, environmental documentation, design, engineering, and construction of the work.

Planning Activities

In 2002, Congress appropriated funding to develop *The National Capital Urban Design and Security Plan*, which included Pennsylvania Avenue in front of the White House. As the basis to proceed with Pennsylvania Avenue in front of the White House, the NCPC assembled the design criteria from: (1) the



programmatic requirements adopted in a November 1, 2001, Task Force report; (2) the design criteria in the National Park Service's *Comprehensive Design Plan for the White House and President's Park* (2000); and (3) the results of previous design efforts that had included extensive input from both national experts and the general public. These criteria covered security, the pedestrian environment, visual quality, historic character, circulation, as well as additional design guidelines for the White House and President's Park contained in the *Comprehensive Design Plan*.

The Task Force invited four nationally renowned landscape architecture firms to generate design ideas and concepts. The NCPC chose Michael Van Valkenburgh Associates (MVVA) as the designer. The merits of the Van Valkenburgh vision are its flexibility, simplicity, and the manner in which it addresses the various programmatic and operational requirements. The plan calls for a subtle transformation of the space into a gracious and beautiful public realm.

The conceptual plan design replaces the temporary security components on Pennsylvania Avenue and on Jackson and Madison Places (erected in 1995 after the Oklahoma City bombing) and improves the quality of President's Park. The visibility, international significance, security



requirements, and symbolic importance of the White House and its environs present a significant design challenge. The proposed concept addresses this challenge and a number of competing operational requirements in a thoughtful and respectful manner.

Between October and December 2002, MVVA met with dozens of stakeholders and affected property owners regarding detailed security and operational requirements, the symbolic and historic sensitivity of the site, and the needs of visitors, residents, and businesses. Based on the information obtained at these meetings (verification study), MVVA refined the concept proposal to address the specific needs and/or requirements of key stakeholders. The conceptual plans were presented to and approved by the NCPC on March 12, 2003, and the Commission of Fine Arts (CFA) on March 20, 2003.



The beauty, civic design, and visual quality of this special place in the Nation's Capital will be improved. The proposed security booths, bollards, paving materials, and site furnishings are of a high quality design that reflects its dignity and importance. The proposal enhances the historic setting and views of the White House, reflects a clear memory of the Avenue's historic context, and accommodates the staging of inaugural parades. In addition, the proposed design concept is easily reversible and does not preclude the future reopening of the street to vehicular traffic or future construction as necessary.

Environmental Compliance

On January 15 and February 20, 2003, the FHWA conducted public information meetings to begin collecting public input for the environmental documentation and for proposed impacts on properties protected under the National Historic Preservation Act. The environmental assessment was released for public comment on April 26. The public comment period closed on May 25, and the Finding of No Significant Impact was signed on May 29, 2003.

Legislation

On February 20, 2003, the Consolidated Appropriations Resolution, 2003 (P.L. 108-7): (i) authorized \$11.1 million for planning and design activities and for the initiation of construction of the improvement project at Pennsylvania Avenue in front of the White House, including \$2,800,000 for planning and design and \$3,300,000 for structural testing and streetscape components, initial surveying and utility relocation, and \$5,000,000 for transportation studies to assess traffic problems in the immediate vicinity of the White House; (ii) requires that FHWA manage the project in consultation with NCPC; and (iii) requires that FHWA submit a report to the House and Senate Appropriations Committees and the Office of Management and Budget within 6 months of enactment of the law. P.L. 108-7 also included an across the board rescission of 0.65 percent.

Project Cost

Item	Cost
Preliminary Activities	\$0.7
Design	\$2.2
Construction	\$21.6
Contract Administration	\$2.2
FHWA Administrative Takedown	\$0.3
Total	\$27.0

** In Millions of Dollars*

Project Cost

An initial cost estimate of \$21.1 million was based upon the conceptual plans in June 2002. As the project has been further refined through the verification study and environmental process, the total cost increased to \$27 million, as shown in the project cost table. The cost increase is as a result of four specific items: (1) granite quantities increased as a result of eliminating the Downtown Circulator alternative; (2) sidewalks along Lafayette Park required reconstruction because of profile grade changes; (3) security needs were greater than originally anticipated; and, (4) inclusion of an administrative takedown. Cost savings have also been identified for several items.

Funding Sources

In addition to the \$6.1 million appropriated in P.L. 108-7 under the Department of Transportation for Pennsylvania Avenue, the FHWA provided \$100,000 in FY 2002 Public Lands Highway Discretionary Program funds, and the U.S. Secret Service provided \$200,000, for a total of \$6.4 million. The FY 2004 Budget request includes \$15 million for this project. The remaining \$5.6 million will be provided by project partners. The FHWA is working with its project partners to identify sources of funding to complete the project as approved by the NCPC and CFA.

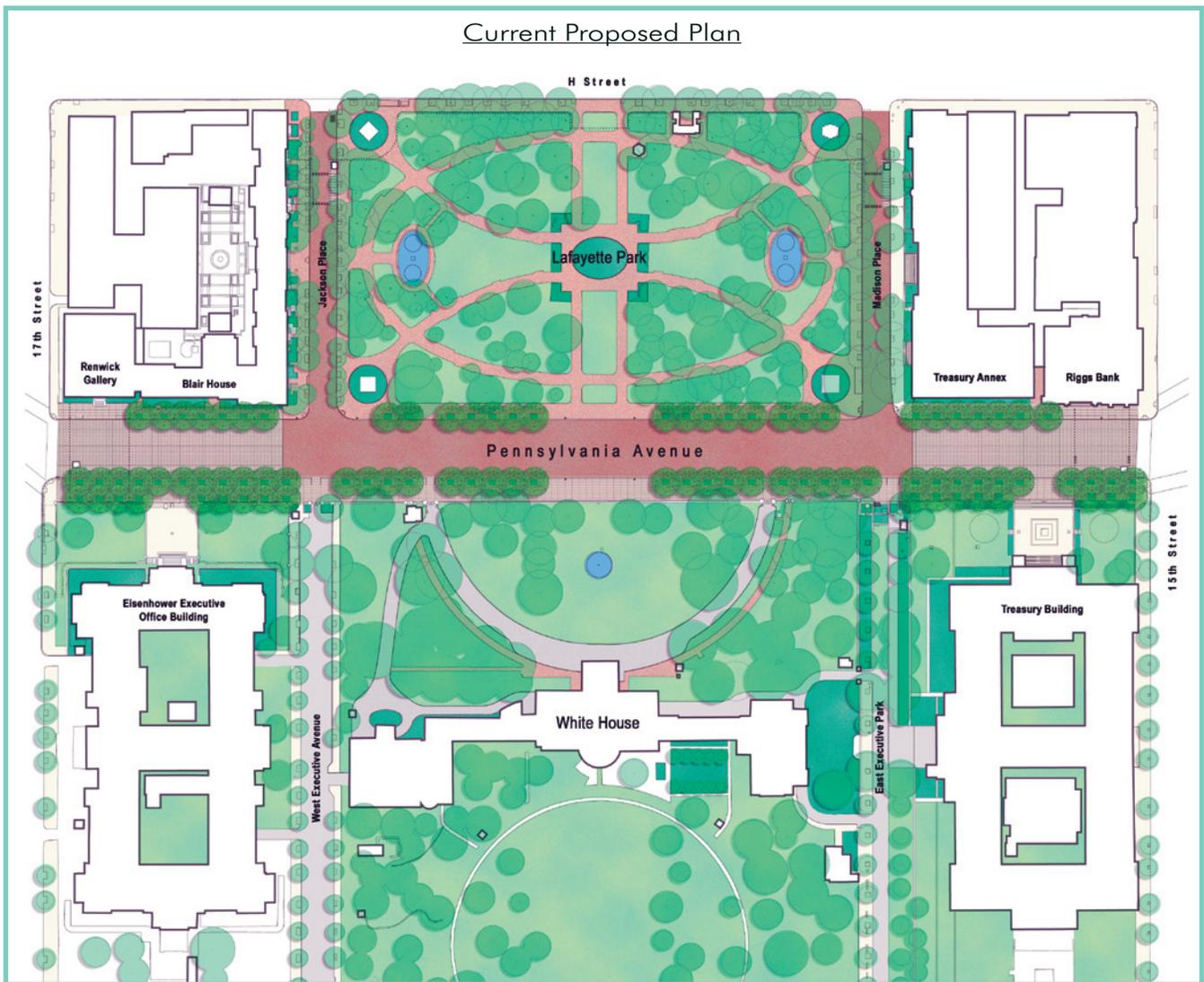
\$27.0 Million Total Funding

Source	Amount
Department of Transportation (P.L. 108-7, Section 330)	\$6.1
U.S. Secret Service	\$0.2
FHWA Public Lands Highway Discretionary	\$0.1
FY 04 Budget Request	\$15.0
Project Partners (e.g., U.S. Secret Service, U.S. Dept. of Interior)	\$5.6
Total	\$27.0

** In Millions of Dollars*

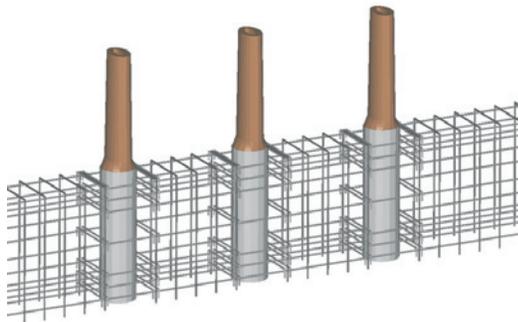
Design Activities

As part of the preliminary design (see Planning Activities), specific details on the location of barriers, streetscape elements, landscaping, and overall aesthetics of the proposed design are being refined during final design. The contract between the FHWA and MVVA began March 31, 2003 for the development of the roadway and utility relocation plans including site survey, mapping, and designation of subsurface utilities. The FHWA has also been working closely with the U.S. Secret Service to coordinate the proposed construction phasing. The U.S. Secret Service has provided recommendations that will help with timely completion of the construction. On June 5, 2003, the NCPC unanimously approved the preliminary design plans. The CFA approved the proposed improvements on June 19, 2003.

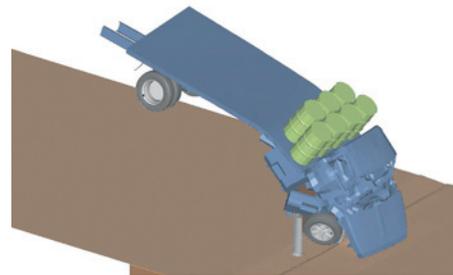


In May 2003, the Department of Transportation's National Highway and Traffic Safety Administration's (NHTSA) National Crash Analysis Center, located at the George Washington University in Ashburn, Virginia, agreed to conduct structural testing and modeling on various streetscape elements and barriers that will be used on the project. Because of past experience with similar security needs, the Department of State and the U.S. Secret Service have provided valuable design advice and assistance on testing of various elements. Aesthetic modifications to previously crash-tested designs are saving both time and money. In addition, previously developed structural models of elements and crash vehicles will be used to reduce both time and cost. Crash-testing will begin in July/August 2003 on the removable bollards.

Computer Model of Bollard Construction



Simulated Crash Test



17th Street Security Checkpoint Looking East Toward the White House



The final design will be presented to the NCPC for final approval on September 4, 2003. In approving the preliminary design, the NCPC recommended changes to several design details and expects the final design will incorporate these changes. Upon timely approval by the NCPC, the plans will be completed and ready for advertisement by October 2003.

Construction Contract

To ensure timely completion and to maintain an acceptable level of quality for the finished project, the FHWA will use three methods: (1) a Request for Proposal instead of an Invitation for Bids; (2) limited competition to responsible bidders; and, (3) innovative contracting clauses for early completion.

The use of a Request for Proposal allows the Government to distribute pre-final plans and specifications to allow prime contractors to begin selecting subcontractors and pricing of pay items. This will further shorten the advertisement process by reducing the time between receiving final plans and specifications and submitting their bid.

The FHWA will use limited competition, in full conformance with the Federal Acquisition Regulation, to procure the construction contract. The FHWA will pre-select multiple prime contractors, known to be capable of performing work of this magnitude and complexity, to bid the project and minimize the time required to advertise and award the project.

Innovative contracting clauses for early completion have proven very successful when used on construction contracts that are completed within a year's duration and the reasons are significant enough to require early completion. Because of the political need, security concerns, and magnitude of this contract, the innovative contracting clauses fit the scope of this project. The amount of any incentives must be substantial enough for the prime contractor to accelerate his schedule. The FHWA will fully evaluate the amount of the incentives to ensure timely completion within the project budget.

Summary

The FHWA plans to complete the design and construction of the Pennsylvania Avenue project within the proposed budget by the October 2004 completion date in preparation for the January 2005 Presidential Inaugural events.

Once completed, this project will transform the area in front of the White House back into a gracious and beautiful public streetscape. This could not have been achieved without all the assistance provided by the numerous agencies to ensure that security, aesthetics, cultural and historical significance were addressed along with the transportation component.

Transportation Study of Street Closures and Traffic Restrictions in the Vicinity of the White House

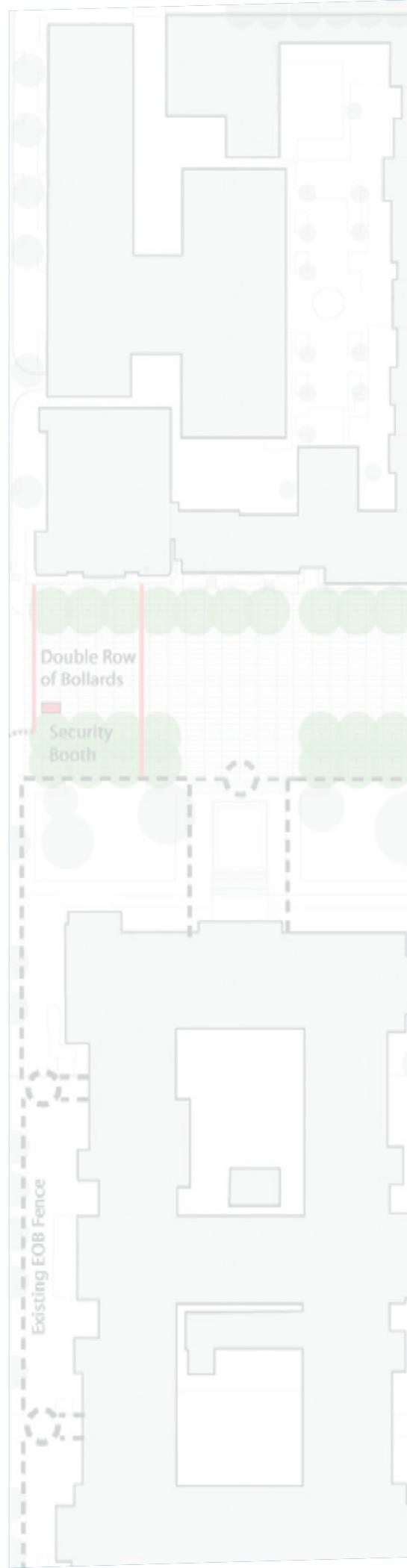
The Consolidated Appropriations Resolution, 2003 (P.L. 108-7), also included \$5,000,000 (less a 0.65 percent rescission) for transportation studies to alleviate congestion resulting from street closures and traffic restrictions in the vicinity of the White House.

The FHWA has been working in consultation with the NCPC, the District Department of Transportation, the U.S. Secret Service, and other Federal and local agencies to develop a study that will consider transportation alternatives in response to the street closings and restrictions in the vicinity of the White House and Executive Office of the President complex. A project steering committee, which includes senior officials from FHWA, NCPC, NPS, USSS, DDOT and DCOP, has been established to guide the study.

The steering committee will assist the FHWA in the assessment of transportation improvements in accordance with the request of Congress. The members will be consulted on the scope of the study, performance criteria to be considered, alternatives to be evaluated, appropriate level and scope of public outreach, and other individual study elements as necessary. In addition, the committee's assistance will be sought in establishing a technical advisory committee. Finally, the committee will be consulted on the results of the transportation analysis and the content of the final report. The FHWA will assume full responsibility for all decisions with respect to the study. State and local officials, citizen groups, other parties of interest, and the general public will be provided appropriate opportunities for input through the committee structure.

The study will provide an independent, analytically-based, and unbiased assessment of the advantages and disadvantages of constructing transportation improvements or implementing other mobility options in the immediate vicinity of the White House. Alternatives to be considered include pedestrian-, transit-, and highway-related actions that address travel network discontinuities resulting from the street closings. The study will examine all reasonable transportation alternatives, including a circulator bus and other transit, bicycle, and pedestrian improvements. Limited subsurface investigations (related to utility locations, geotechnical conditions, ventilation, portal locations, and geometrics) will be initiated during the same period to verify the basic feasibility of tunnel options. The study is anticipated to take approximately 2 years to complete.

Once a range of alternatives has been identified and the general feasibility has been verified, the FHWA will initiate a review under the National Environmental Policy Act. Given the sensitive nature of the surrounding area and the potential impacts of possible alternatives on the natural and man-made environment, it is anticipated that an environmental impact statement may be required. Incorporating the findings of the transportation planning and engineering investigations will help to lessen the time and cost requirements for the environmental document. The environmental document is expected to provide a sufficient depth of analysis to serve as a basis for Federal and local decisions on whether to pursue construction options, including a potential tunnel.



U.S. Department of Transportation
Federal Highway Administration
August 2003