

STAFF RECOMMENDATION

N. Witherell

NCPC File No. MP03/6758



THE YARDS AT THE SOUTHEAST FEDERAL CENTER INFRASTRUCTURE AND STREET DESIGN, AND DEVELOPMENT PLANS FOR PARCELS E1, K, M, and D M Street and New Jersey Avenue, SE Washington, D.C.

Submitted by the General Services Administration

June 28, 2007

Abstract

The General Services Administration (GSA) has submitted preliminary (35%) plans for the streetscape and landscape design for the former Southeast Federal Center (now named The Yards), which is being developed by Forest City SEFC, LLC. The mixed use development will include new construction as well as the rehabilitation of historic former Navy industrial buildings. The Southeast Federal Center was formerly the annex to the Washington Navy Yard, and is situated on the Anacostia River between the Navy Yard and the District of Columbia Water and Sewer Authority's Main Pumping Station.

The Commission's design review procedures were agreed upon in a 2003 Memorandum of Understanding between GSA and NCPC. It provided for the Commission's one-time review of 35% design for each development parcel at the site. GSA has submitted four parcels (Phase I) to the Commission for review at the July 2007 meeting: E1, K, M, and D. In addition, GSA has submitted streetscape and landscape design and infrastructure development for the entire site.

The current submission for site design and for Phase I construction and rehabilitation is consistent with the Master Plan and with the Commission's previous comments.

Commission Action Requested by Applicant

Approval of the 35% design submission pursuant to the Memorandum of Understanding between the General Services Administration and the National Capital Planning Commission regarding the transfer by sale and/or long-term ground lease to Forest City SEFC, LLC and the mixed-use development of the Southeast Federal Center.

Executive Director's Recommendation

The Commission:

Approves the 35% design submission for infrastructure and street design at The Yards, and the development plans for parcels E1, K, M, and D, as shown on NCPC Map File No. 41.11(38.00)42261, and finds the 35% design plans to be consistent with the approved revised Master Plan.

Commends GSA, Forest City, and the developers and architects of the individual parcels under development for Phase I at The Yards for the quality of the site development, landscape design, treatment of the historic buildings and remaining site fabric, and the character and compatibility of the plans for adaptive use and new construction.

Recommends that the massing and scale of the new building on Parcel D1 be refined and further articulated as the design is developed so that the building more clearly acknowledge the presence and complement the scale of the historic brick wall and sentry tower.

* * *

PROJECT DESCRIPTION

Site

The Southeast Federal Center (SEFC)—now known as The Yards--consists of 55 acres in Southeast Washington, DC. It extends from Isaac Hull Avenue on the east to 1st Street on the west, and from M Street on the north to the Anacostia River on the South. The site is adjacent to the historic Washington Navy Yard and also to the historic Main Pumping Station, which is operated by the Washington Area Sewer Authority (WASA). This submission applies only to 42 acres of the site not associated with the parcel along M Street between New Jersey Avenue and 4th Street, SE that was developed under separate agreement as the new headquarters for the U.S. Department of Transportation (DOT). The remaining acres of the site include six historic resources, all of which will be retained and adaptively developed for use according to the Master Plan.



Background and Previous Commission Actions

The Southeast Federal Center Public-Private Development Act of 2000 (Public Law 106-407, the Act) authorized GSA to enter into agreements with a private entity for the redevelopment of the SEFC, in consultation with the National Capital Planning Commission. In implementing the Act, GSA issued a Request for Qualifications in 2002 and a subsequent Request for Proposals (RFP) in 2003. In 2004 GSA selected the Forest City Washington Development Plan from those submitted in response to the RFP.

In January of 2004 the Commission approved comments to GSA on the redevelopment plan, pursuant to Section 3(f) of the Act. The Commission also submitted its comments to the Zoning Commission in response to a referral of text and map amendments to add the Southeast Federal Center Overlay to the District of Columbia Zoning Regulations. (Zoning was required for government land that was to be redeveloped for private use.)

In May of 2004 the Commission approved the Southeast Federal Center Master Plan, recommending that GSA include or maintain a commemorative work site, in a location consistent with the Memorials and Museums Master Plan; and allées of trees to focus pedestrian views to the waterfront from M Street along New Jersey Avenue and 5 ½ Street, SE.

GSA will shortly sign a Programmatic Agreement with the D.C. State Historic Preservation Office and the Advisory Council on Historic Preservation for the treatment of the Navy Yard Annex Historic District and the remaining historic buildings. Design and treatment guidelines have been developed in consultation with the other signatories and with consulting parties (including NCPC). In addition, GSA has undertaken archaeological investigations at the site.

Proposal

The Master Plan envisions a mixed-use neighborhood where the higher density and intensity of use is concentrated along M Street, SE, with five acres at the water's edge reserved for a waterfront park. Another significant open space is a landscaped plaza north of the WASA pumping station, at the terminus of New Jersey Avenue. The surviving historic buildings and the sentry tower and wall will be retained and the buildings will be adapted for residential, retail or cultural purposes. The land uses include residential, office, mixed-use with commercial and residential, cultural/community, retail, and open space.

Street trees, public art, and amenity areas will be placed throughout the site, according to the hierarchy of streets. Streets will be paved with asphalt and sidewalks will be paved with concrete pavers of different sizes, with New Jersey Avenue receiving the most monumentally scaled treatment of materials and trees. A wide range of trees will be planted, all with current low-impact methods for protecting and irrigating tree roots. Cobblestones will be used in the tree planting zones. An allee of trees will focus pedestrian views and movement toward the water from M Street along New Jersey Avenue. Site circulation includes the sidewalks and alleys, a bicycle network, and the Anacostia Riverwalk and Trail (which is planned to extend from the National Arboretum to the Southwest Waterfront).

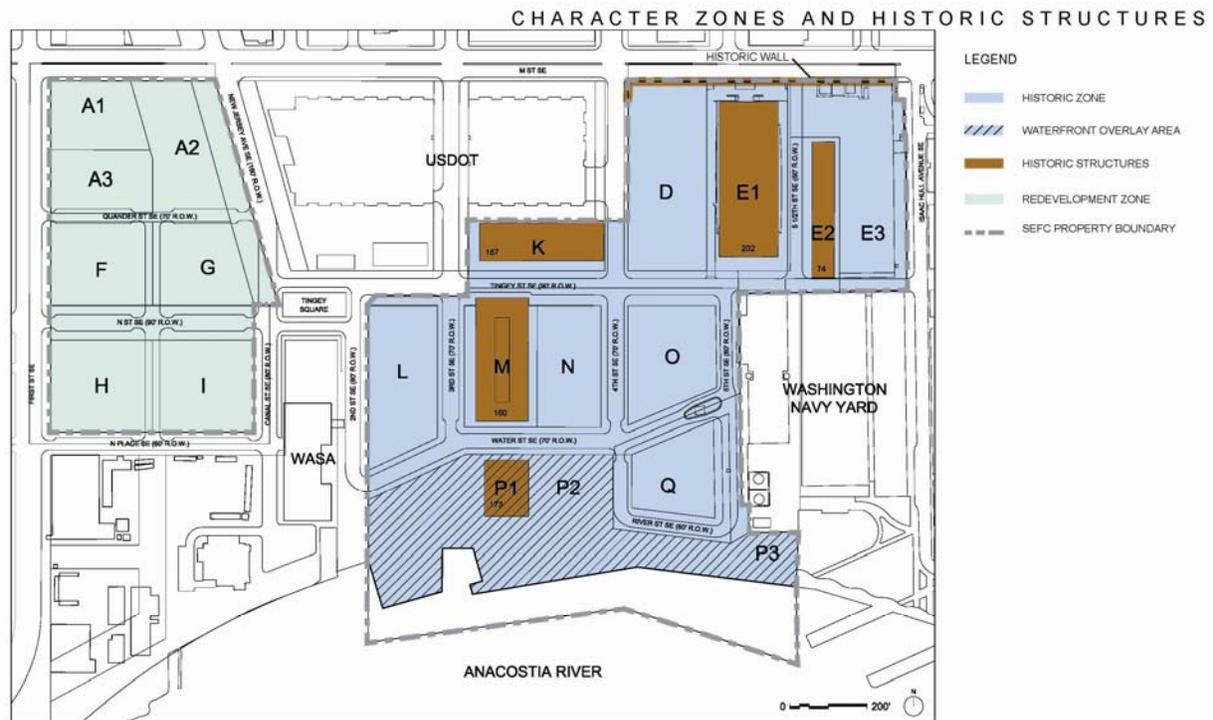
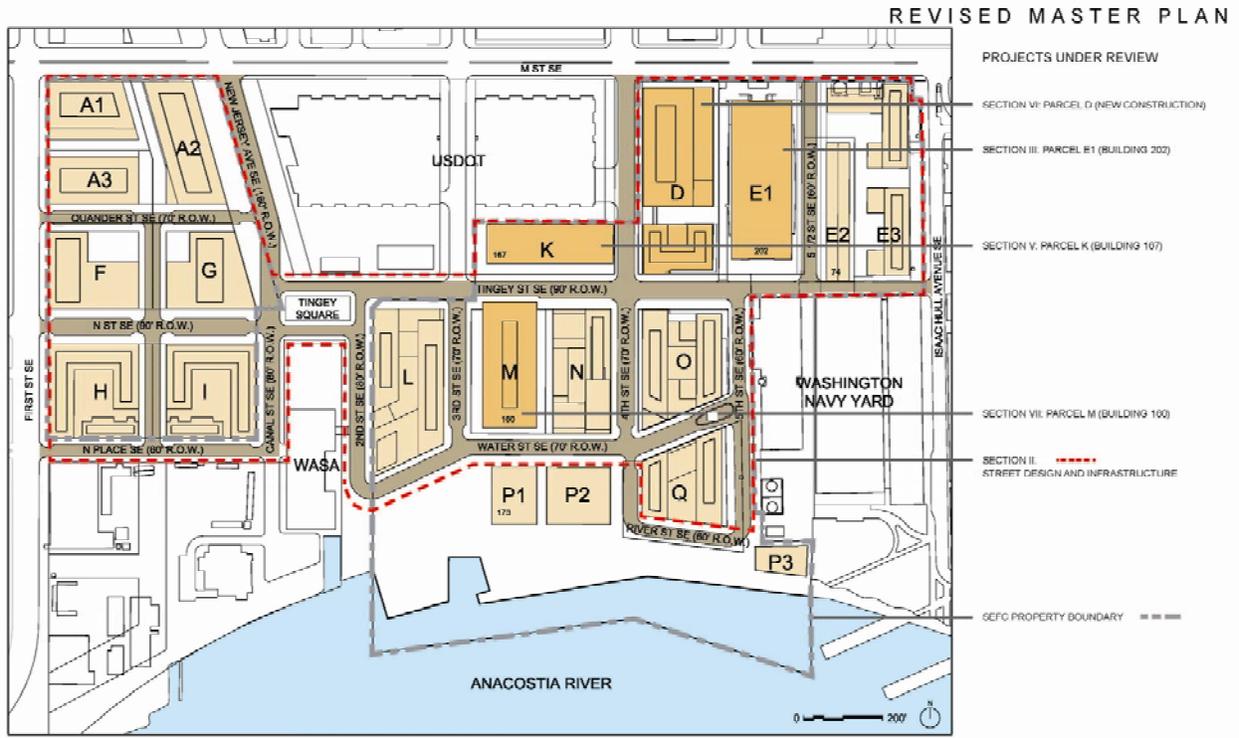
The SEFC development plan of 2004 called for the provision of approximately 4,000 parking spaces, to be provided in one- and two-level below grade parking structures located throughout the site.

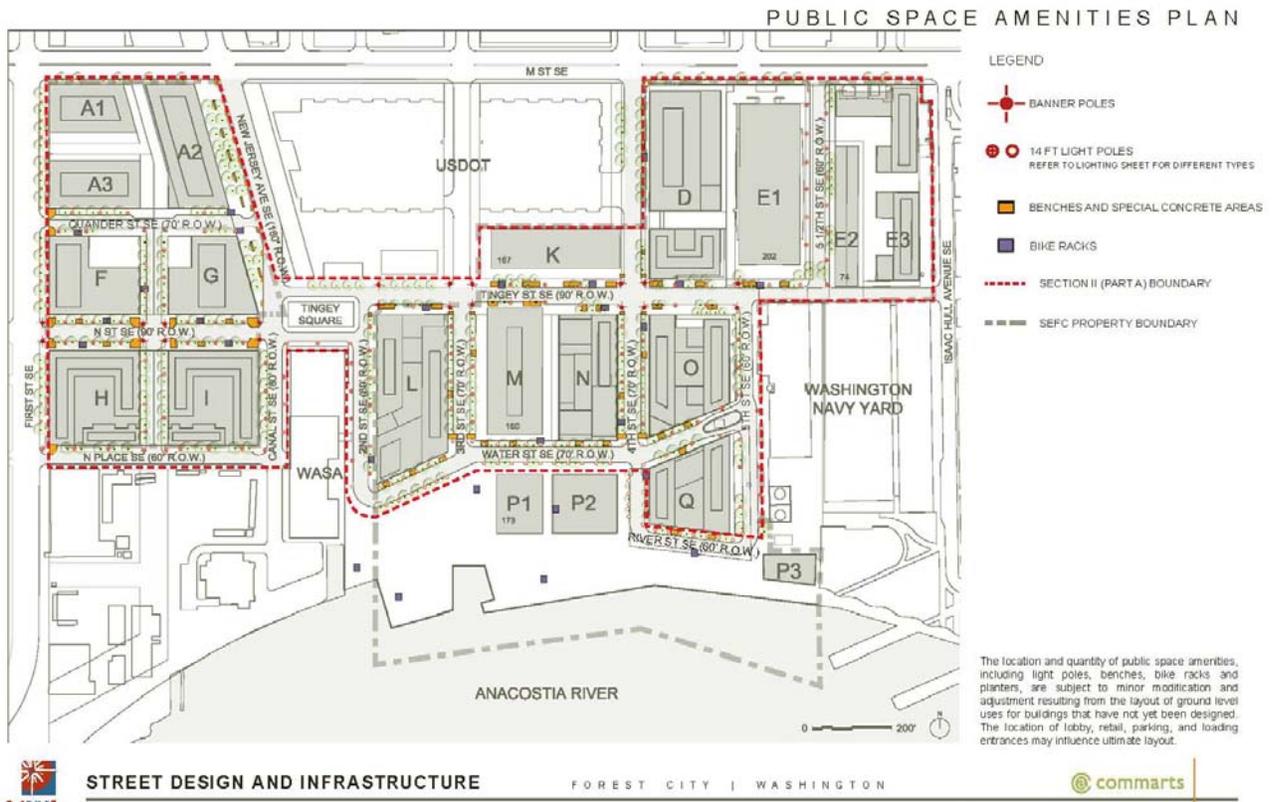
The maximum building height and Floor-to-Area Ratio (FAR) of each square was determined when the site was zoned. The maximum building height is 130 feet, on parcel A at New Jersey and M Street. Building heights will step down closer to the river. The parcels under review by the Commission at the July 2007 meeting are under the allowable FAR, as described later in this report.

The development will be implemented in three major phases. The first phase of construction--the subject of the current submission--consists of some of the residential parcels (E1, M, and D2), retail (K and D1), and office (D1) to the east of the DOT Headquarters on M Street, SE. The second phase is the waterfront park and remaining residential components. The third phase consists of office, mixed-use and residential space situated on the western part of the site.

The current submission does not include the Waterfront Park, the sentry tower and wall, buildings other than those in parcels E1, K, M, and D, and archaeology. Plans for these elements

will be submitted at a future date. The wall break proposed for 5 1/2 Street is related to the development of Building 202 (E1), however.





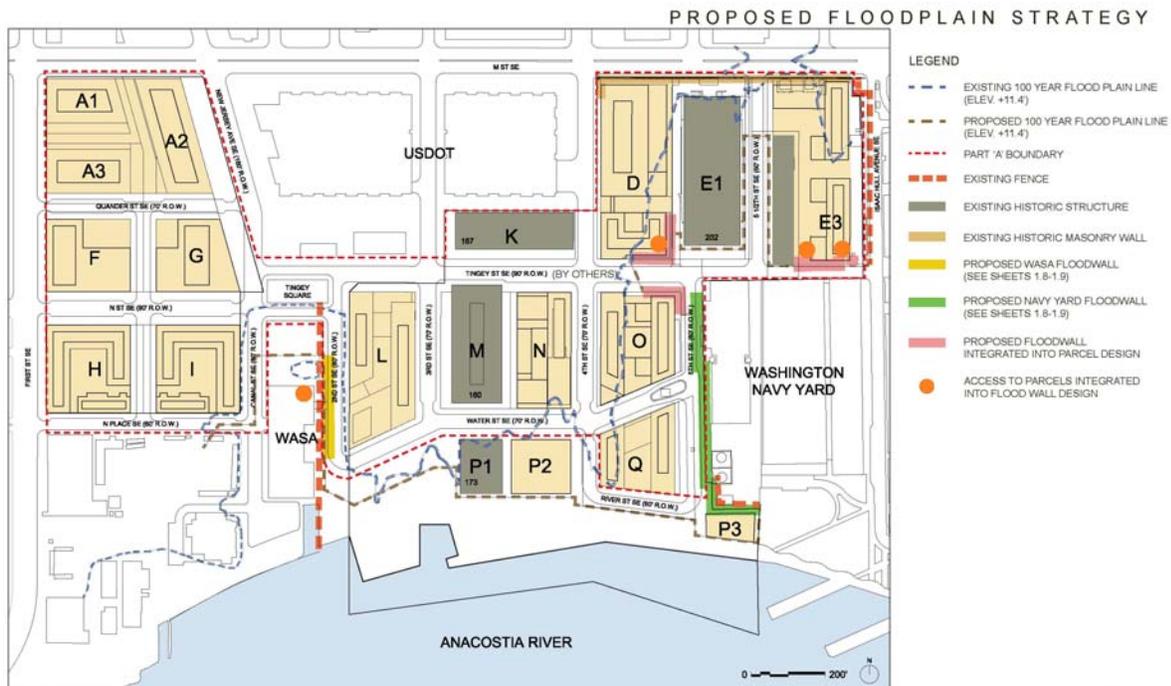
The site has been planned with character zones. The historic zone includes the rehabilitated historic buildings and new buildings designed to complement the historic character. Most of the site falls within this zone. The redevelopment zone will serve as a contemporary complement to the styles seen in the industrial character of the historic Navy structures, the new DOT headquarters, the WASA Pumping Station and private development. This zone is located along

M Street at New Jersey Avenue, adjacent to the new DOT headquarters. The waterfront overlay is located south of Water Street, at the southern edge of the site. The zone will include the Lumber Shed, which is historic Building 173 (parcel P1, not the subject of review at this meeting), located south of Water Street between 3rd and 4th Streets SE, and a large public park adjacent to the Anacostia River.

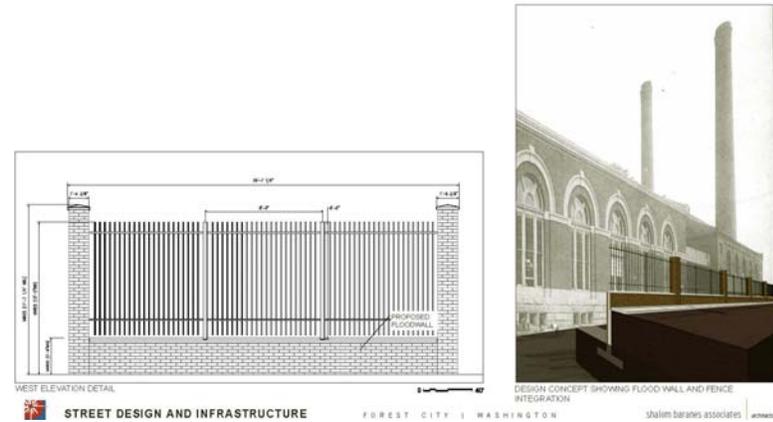
Guidelines for development of the site include the preservation of views and vistas to and from the waterfront, as well as to federal monumental buildings. High-density residential and mixed use is encouraged and plazas and open space destinations are an integral part of the site. The guidelines recommend an appropriate mix of neighborhood and waterfront-oriented retail, service and cultural uses located at ground level along major streets and buildings that face onto the Waterfront Park.

The developers' design approach is: the creation of contemporary new architecture and site design, the adaptive use of historic buildings and site features where they exist, and the integration of compatible new construction and modifications with historic resources in scale, materials, fenestration, and bay patterns. A variety of massing and heights for new buildings will rise to allowable zoning heights in the development areas, and the character of the historic industrial buildings will be retained and their settings preserved.

Streets are characterized by type and function and the paving plan reflects that hierarchy and character. Street furniture is intended to complement the industrial character of the site. A site-wide program of historic narratives, along with public art, will relate the story of the history of the Navy Yard annex, its purpose, and the people who worked there.



PROPOSED WASA FLOODWALL WITH FENCE



Low Impact Design (LID) will be used to provide storm water management that will treat storm runoff and pollution through environmentally sound technologies. These include green roofs, rain gardens, and permeable paving.

The southern third of the site is within the 100-year floodplain. In order to mitigate the possible effects of this, this portion of the site will be re-graded to be higher (from several inches to up to 5'6" on 5th Street adjacent to the Navy Yard) and brick flood walls approximately 2.5 feet in height on the Yards side of the development (surmounted by open picket steel fences) will be constructed on the east and west sides of the site. The proposed flood wall on the Navy Yard side would rise to as much as 5'6". This proposed strategy of filling the areas north of the waterfront park to an elevation above the 100-year line is currently being pursued with the D.C. Department of the Environment and the Federal Emergency Management Agency. (The design of the south edge of the fill line is being studied as part of the continuing park landscape plan and will be described in a future 35% design submission to the Commission.)

Following are summaries of the proposals for four of the individual development parcels, submitted to the Commission for 35% design review. Other development parcels will be submitted in the future for 35% design review.

Parcel E1 – Rehabilitation of Building 202, M Street between 5th and 5 1/2th Streets, SE

Building 202 will be rehabilitated for residential use. The former Broadside Mount Shop, built in 1941, will be converted to 271 condominium units, with 235 interior parking spaces, private amenity spaces and gardens, a corner service retail shop, and some surface parking.

The prominent brick industrial building has an inner courtyard with a crane, gantry, and catwalk. The design concept for its re-use includes glass curtain-wall bay additions on the fenestrated longitudinal (east and west) facades, a two-story partial rooftop addition (for additional residential units) placed between original penthouses, and a four-story, publicly accessible lobby and atrium in the interior courtyard. A portion of the glass roof will be removed so that it is exposed to the sky. Portions of the original exterior east and west walls will remain visible through the transparent glass additions. New windows will be based on the historic windows. The original south elevation window will be retained *in situ*. Parking spaces will be inserted in the lower levels of the courtyard. Site work will include both private and public gardens.

Development:

Project architect: SK&I Architectural Design Group.

Project developer: Forest City SEFC, LLC with PN Hoffman.

Site Area: 107,746 SF

Site Coverage: 60%, including courtyard green area

Allowable Area and FAR: 646, 476 SF (6.0 FAR)

Use allocation: 79% residential, 20% parking, 1% retail

Schedule: delivery summer 2010

Estimated project cost: \$119 million



1. AERIAL - WEST SIDE



2. AERIAL - EAST SIDE



3. WEST FACADE



4. SOUTHWEST FACADE



5. EAST FACADE



6. NORTH FACADE



7. EAST FACADE - ENTRANCE



8. EAST FACADE - SOUTH VIEW



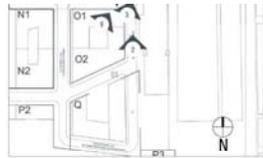
9. EAST FACADE - WINDOWS



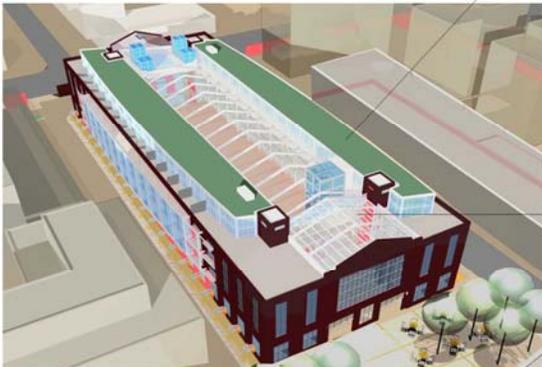
10. SOUTH FACADE



11. NORTH FACADE - WINDOWS



KEY PLAN



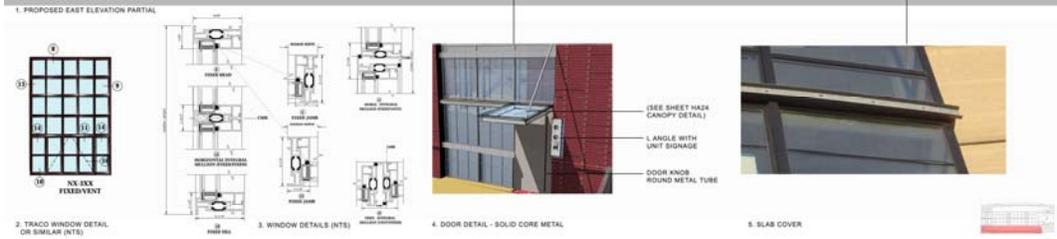
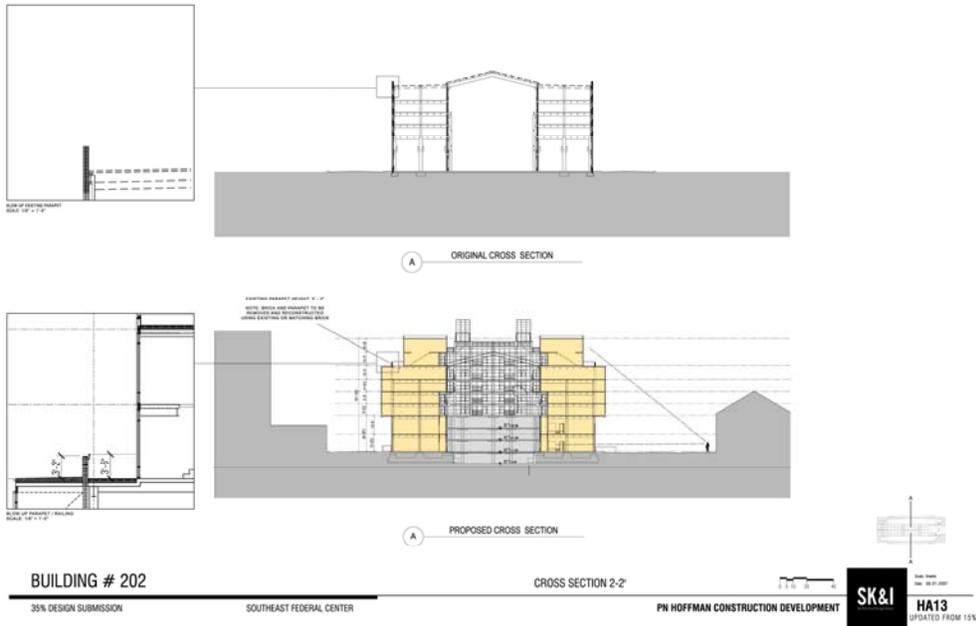
PERSPECTIVE VIEW-9
SEE LANDSCAPING DETAIL HA30



PERSPECTIVE VIEW-10

ROOF MATERIAL TBD

ROOF MATERIAL TBD



SEFC - BUILDING #202

35% DESIGN SUBMISSION

WASHINGTON, D.C.

PROPOSED FACADE - WINDOWS / DOORS

PN Hoffman Construction and Development

SK&I HA23
10.10.2023

Parcel K – Rehabilitation of Building 167, north side of Tingey Street, between 3rd and 4th Streets, SE

Building 167 will be rehabilitated for retail use. The building is located immediately south of the new Department of Transportation Headquarters, and immediately to the southwest of parcel D, for which a new building that will include a grocery store is proposed (part of the current submission). The former Boilermaker Shop, constructed in 1919, will be converted into 46,815 square feet of retail space.

The design approach includes the insertion of three glass pavilions on the building's south façade (facing Tingey Street), the insertion of a new partial second floor within the larger open volume of the interior, and the use of a glass demising wall to retain the visual continuity in the open, naturally lit interior. A monumental steel and glass staircase and access elevators will be inserted into the 2 ½-story open space. Mechanical equipment will be placed at the lower gable roof on the north side of the building by means of a series of screened steel platforms. Non-original roof ventilators will be removed. A loading pavilion will be introduced on the west façade. The corrugated metal siding will be replaced in kind. Existing openings at the east and west facades will be filled in with glass. New windows will be based on the historic windows.

Development:

Project architect: Gensler

Project developer: Forest City SEFC, LLC

Site Area: 46, 815 SF

Site Coverage: 73%

Allowable Area and FAR: 140, 445 SF (3.0 FAR for non-residential)

Project Area: 46,500 (0.99 FAR)

Use allocation: 100% retail

Schedule: delivery May 2009

Estimated project cost: \$20 million

EXISTING CONDITIONS PHOTOGRAPHS - EXTERIOR



EXISTING CONDITIONS PHOTOGRAPHS (approved at 15%)
Gensler Architecture, Design & Planning Worldwide

BUILDING 167 FOREST CITY WASHINGTON - 35% DESIGN SUBMISSION



EXISTING CONDITIONS PHOTOGRAPHS - INTERIOR

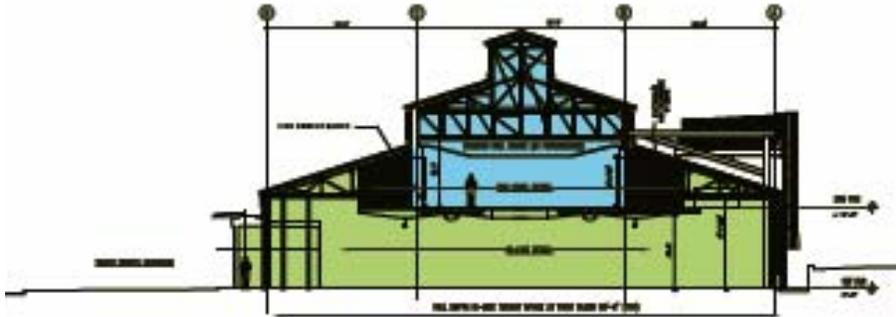


EXISTING CONDITIONS PHOTOGRAPHS (approved at 15%)
Gensler Architecture, Design & Planning Worldwide

BUILDING 167 FOREST CITY WASHINGTON - 35% DESIGN SUBMISSION



PROPOSED TRANSVERSE SECTION



EXTERIOR PERSPECTIVES



LANDSCAPE CONCEPT



Parcel M – Rehabilitation of Building 160, south side of Tingey Street, between 3rd and 4th Streets, SE

Building 160, the former Pattern and Joiner Shop, was constructed in 1918. It will be adapted for residential use and will include 170 apartment units, private amenity spaces and gardens, 55 interior parking spaces, and street retail. The design concepts include a two-story rooftop addition for additional units with terraces and balconies (and river views), an amenity space connected to the open courtyard garden, and the introduction of parking from a new alley from Tingey Street. The original corner entries will be reinstated, the original elevator penthouse will remain in place, and the original windows will be restored. Replacement windows will be based on the historic windows and non-original windows and window in-fill will be removed. New entrance doors, canopies, signs, and garden fences at ground level will have a contemporary design. New retail storefronts along Tingey Street will be inserted. The building's lobby/atrium, in the former industrial light court of the building, will be a five-story open courtyard with a garden and terrace.

Development:

Project architect: SK&I

Project developer: Forest City SEFC, LLC

Site Area: 68,230 SF

Site Coverage: 64.5%

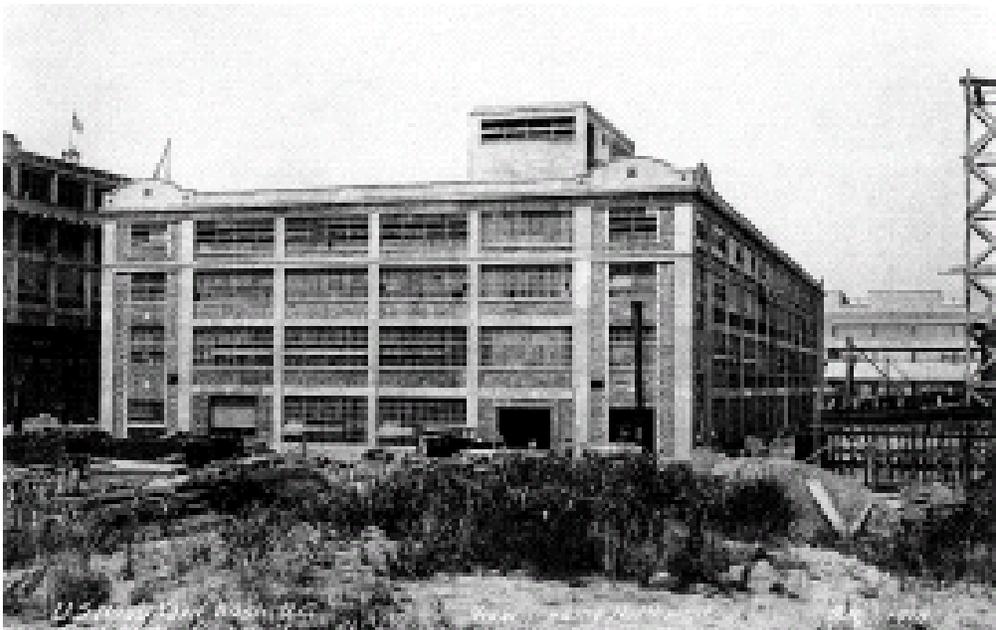
Allowable Area and FAR: 443, 498 SF (6.5 FAR)

Project Area: 221, 425 SF (3.2 FAR)

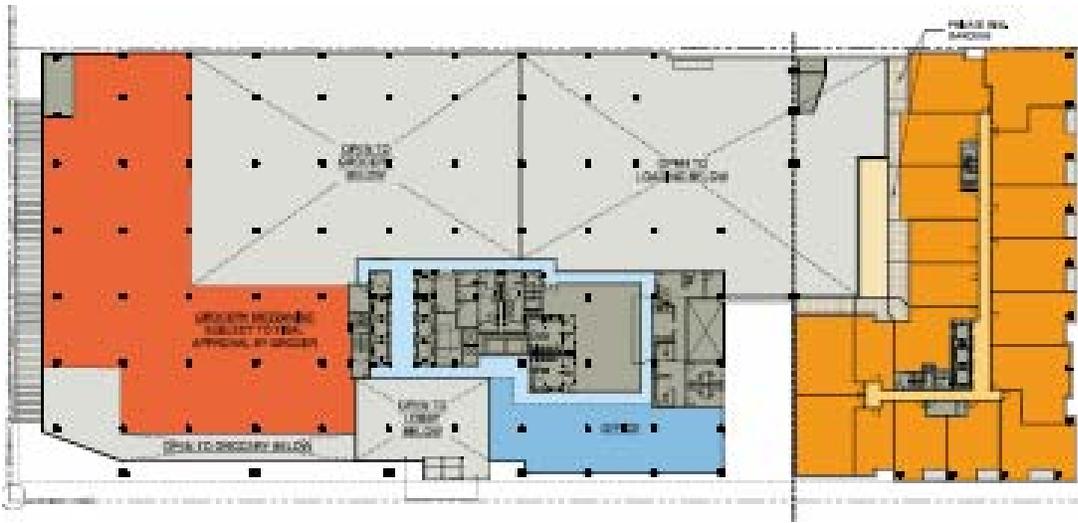
Use allocation: 84.3% residential, 11.1% parking, 4.6% retail

Schedule: delivery summer 2009

Estimated project cost: \$50 million



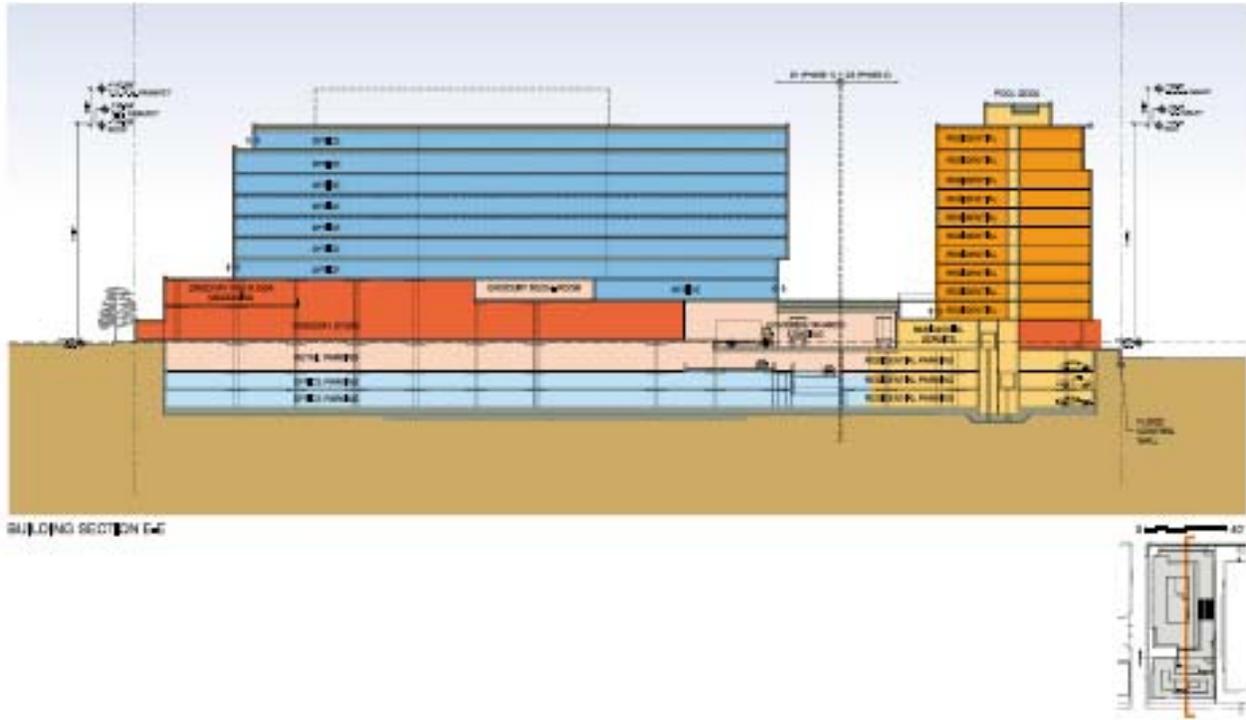




2nd Floor Plan



5th Floor Plan



Section, Parcel D1 (commercial, retail, grocery store) to left. Parcel D2 (residential tower) to right.



West Elevation of D1 (compare with above section), showing new building in relation to wall and sentry tower.



North elevation of D1 (compare with section and elevation on page 19), showing the brick wall and sentry tower in the foreground. DOT Headquarters is to the right. Building 202 (parcel E1), to be rehabilitated for residential use, is to the left and is described on pages 9-11 of this report.

PROJECT ANALYSIS

Staff commends GSA, Forest City, and the developers and architects of the individual parcels under development for Phase I at The Yards for the quality of the site development, landscape design, treatment of the historic buildings and remaining site fabric, and the character and compatibility of the adaptive use design and new construction design construction.

The site and landscape plans are consistent with the Commission's 2004 reviews for the site, with the subsequent agreement documents such as the design and treatment guidelines and Section 106 Programmatic Agreement, and with consultation with NCPC staff.

The proposed designs for the adaptive use of historic Buildings 202 and 160 (parcels E1 and M) for residential use are imaginatively and thoughtfully conceived and take advantage of the industrial character of the buildings' size, scale, materials, remaining fixtures, and interior full-height center courtyards. The proposed adaptive use of Building 167 (parcel K) for retail use, even with an inserted second floor, will retain the distinctive character and massing of the building and its openness. The use of retail for this location near DOT and Tingey Square will be especially welcome. *Staff recommends that the scale of exterior signs proposed for this retail building be studied carefully.* The rendering in the middle of page 14 of the report shows a sign that the staff considers over-scaled for the building and for this urban setting. Signs for buildings in The Yards will be reviewed prior to issuance of permits by the District of Columbia government.

Parcel D1 will contain a grocery store, as well as office use. The proposed mixed-use building (to be constructed in two phases) for this empty parcel will be an important signal for the future architectural design direction of buildings at The Yards. Prominently situated on M Street just inside the brick Navy Yard wall, the proposed new building features bold massing forms and glass and brick facades in a distinct contrast to its immediate neighbors: the DOT Headquarters to the west and Building 202 to the east.

Staff recommends that the massing and façade scale and articulation of the new building on Parcel D be studied and refined further as the design is developed. Staff notes in particular the mezzanine projection and proximity of D1 (facing M Street and adjacent to the historic navy yard annex wall and the sentry tower, 1904) and recommends that the new building more clearly acknowledge the presence and complement the scale of the sentry tower.

The Low Impact Design is a welcome and responsible response to the need to build streets and streetscapes at the site. The proposed strategy for treatment of the portion of the site within the 100-year floodplain has been developed after considerable study by the project team. The visible effect of the re-grading should be limited in most areas, although the staff notes that the height of the flood wall on the Navy Yard (east) side of 5th Street will rise to as much as 5'6" and is the most extreme area of change. The proposed strategy of filling the areas north of the waterfront park to an elevation above the 100-year line is currently being pursued with the D.C. Department of the Environment and the Federal Emergency Management Agency.

The break in the historic navy yard annex wall along the south side of M Street is an acceptable alteration of the wall to provide access into the site. There has been agreement on this proposal as the plan has been developed.

The staff endorses the intention to enliven and enhance the public realm with public art. *The staff has recommended to GSA and the developer that the wayfinding system and historical narrative panels in The Yards (still to be designed) use or complement those established for other parts of the city, since this will help to integrate The Yards into the city street plan and can take advantage of the high recognition factor already developed for both wayfinding and the dissemination of historical information.*

The staff looks forward to reviewing future construction phases at The Yards, including the design of the waterfront park and other public open space, and looks forward to the development of a vibrant, mixed-use waterfront community that will soon enhance and benefit the entire city.

CONFORMANCE

Comprehensive Plan for the National Capital

The staff has determined that policies in the *Comprehensive Plan for the National Capital: Federal Elements* apply, in particular the following policies in the Preservation and Historic Features Element.

Express the dignity befitting the image of the federal government in the national capital. Federal development should adhere to the high aesthetic standards already established by the planning and design legacy of the nation's capital. This legacy encompasses both the old and the new—the capital's rich architectural heritage, continually augmented by the design contributions of each generation. (National Capital Image: #1)

Plan carefully for appropriate uses and compatible design in and near the monumental core to reinforce and enhance its special role in the image of the nation's capital. (National Capital Image: #2)

Protect the settings of historic properties, including views to and from the sites where significant, and integral parts of the historic character of the property. (Stewardship of Historic Properties: #6)

Use historic properties for their original purpose or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property. (Stewardship of Historic Properties: #9)

Ensure the continued preservation of federal historic properties through ongoing maintenance and transfer to an appropriate new steward when disposal of historic properties is appropriate. (Stewardship of Historic Properties: #10)

Plan, where feasible, for federal historic properties to serve as catalysts for local economic development and tourism. (Stewardship of Historic Properties: #15)

National Environmental Protection Act (NEPA)

Pursuant to Section 3(f) of the Southeast Federal Center Public-Private Development Act of 2000 (Public Law 106-407), the Commission is acting in its capacity to comment on a proposal involving the Southeast Federal Center. Since NCPC comments are to advise only on Southeast Federal Center proposals, the Commission has no NEPA obligation regarding this review.

The applicant is the General Services Administration (GSA), a federal agency that has its own NEPA obligations and has completed an Environmental Impact Statement on the planned development of the Southeast Federal Center, which was finalized in June 2004. The GSA 2004 Record of Decision (ROD), concluding the Impact Statement process, identifies the actions and those activities that are now submitted to NCPC in agreement with the stipulations of the public law. Staff reviewed the EIS and took it into account in the current review. The submitted actions conform to the GSA ROD, and do not vary from the specified activities or conditions of the GSA ROD. Pursuant to its obligations for review of final EIS documents, the US. EPA on June 18, 2004 indicated it had no objections to implementation of the proposals or their environmental effects.

National Historic Preservation Act

GSA will shortly execute a Programmatic Agreement (PA) with the D.C. State Historic Preservation Office and with the Advisory Council on Historic Preservation. The PA will guide further and future review of proposals for the historic buildings on the site and for treatment of archaeological features and other site conditions and characteristics of the setting, which is a historic district eligible for listing in the National Register of Historic Places.

The PA has several components, including guidelines for the treatment of historic buildings and site fabric as well as the context for new design. The guidelines call for the new design at the site to be contemporary and to complement the historic industrial character of the site. At the same time, that character should serve as a departure point for inviting architecture that represents current practice and that will serve as a catalyst for development and activity.

GSA's Section 106 consultation included a wide range of parties, including the D.C. SHPO, the Advisory Council on Historic Preservation, NCPC, and the Commission of Fine Arts, adjacent and nearby federal and District agency representatives, community representatives, and interested planning and historic preservation organizations.

The Washington Navy Yard Annex was determined eligible for listing in the National Register of Historic Places by the Keeper on December 7, 1977. The annex (subsequently the SEFC, now The Yards) includes six historic structures—Buildings 74, 160, 167, 173, and 202 as well as the historic Navy Yard wall and sentry tower—and archaeological sites. In addition, the historic district includes street rights-of-way that will serve as public spaces providing access, long axial views, and the opportunity for vistas to the waterfront or the Capitol dome.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal on June 13, 2007, and forwarded the proposal to the Commission with the statement that the project has been coordinated with all agencies represented, the participating agencies were: NCPC, the District of Columbia Office of Planning, the District Department of Transportation; the Department of Housing and Community Development; the General Services Administration and the Washington Metropolitan Area Transit Authority.