

STAFF RECOMMENDATION

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NCPC File No. 6932



WASHINGTON NAVY YARD MODERNIZATION OF BUILDING W-200

11th and N Streets, SE, Washington, D.C.

Submitted by the Department of the Navy

April 30, 2009

Abstract

The Department of the Navy has submitted preliminary and final building plans for modernization of Building W-200 at the Washington Navy Yard. The renovated building will house 272,600 square feet of occupied space, but the net increase of new space will be less than 48,900 square feet. The renovation of the structure includes enclosing existing light courts with new floor space on various building levels while leaving the perimeter exterior facades undisturbed, except for minor modifications.

Commission Action Requested by Applicant

Approval of preliminary and final building plans, pursuant to 40 U.S.C. § 8722(b)(1) and (d).

Executive Director's Recommendation

The Commission:

Approves the preliminary and final building plans for the renovation of Building W-200 at the Washington Navy Yard, as shown on NCPC Map File No. 41.11 (61.00)42759.

Requires the Department of the Navy to establish a timeframe and process for updating the Washington Navy Yard master plan, and to submit the plan to the Commission prior to submitting additional projects for review.

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PROJECT DESCRIPTION

Site

The Washington Navy Yard (WNY) was an important manufacturing area of the city in its history as an urban waterfront. Not only was it the nation's first federally designated naval home port and shipyard, the WNY was later the center of naval weapons production and ordnance technology and manufacture during both world wars.

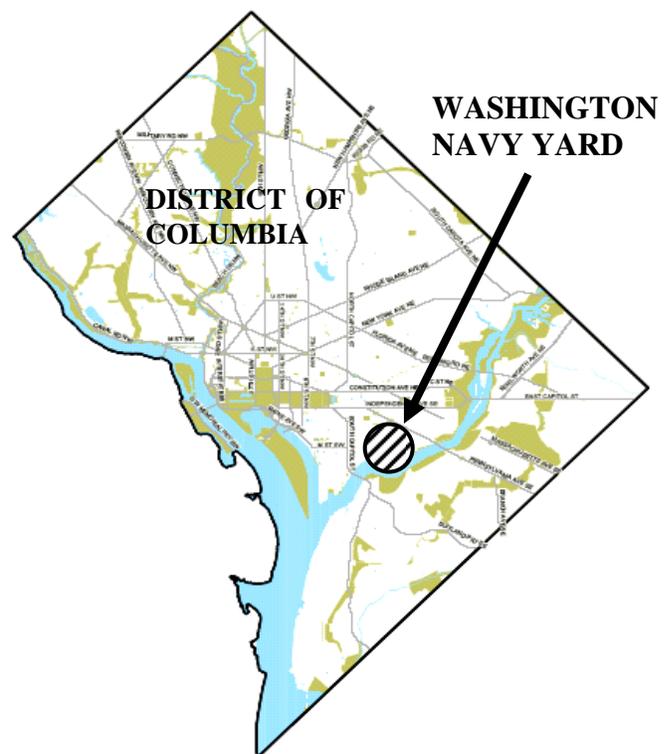
Portions of the former WNY (and what is now called the Southeast Federal Center) are being radically transformed into new urban development and open space that celebrates the river and provides full accessibility to the waterfront. From the Nationals Ballpark east to the proposed new eleventh street bridges over the Anacostia River, new office and residential developments are expected to invigorate this portion of the city. Within this area, the WNY presents a nationally significant architectural and site character that is protected through National Register designation.

The WNY east boundary, where Building W-200 is located, is a narrow streetscape area that is somewhat overshadowed by the approach roadways of the Southeast Freeway as it ascends to its bridge crossing. Immediately south of Building W-200 is the N Street entrance gate to the East Yard area from 11th Street, SE. The total W-200 project area comprises 1.6 acres. The first floor building elevation is 31.47 feet above sea level. The one hundred year flood limit at the WNY is 11.00 feet above sea level.

Background

The WNY completed an updated master plan for redevelopment and full build out in response to the initial Base Realignment and Closure Act (BRAC) of 1988. Various U.S. Navy operations were relocated to the WNY and its updated 1990 master plan was established to accommodate the new activities and altered mission.

The Navy further modified its WNY master plan through Commission reviews in the late 1990s due to a second set of instituted BRAC actions affecting the base in 1995 and later years.

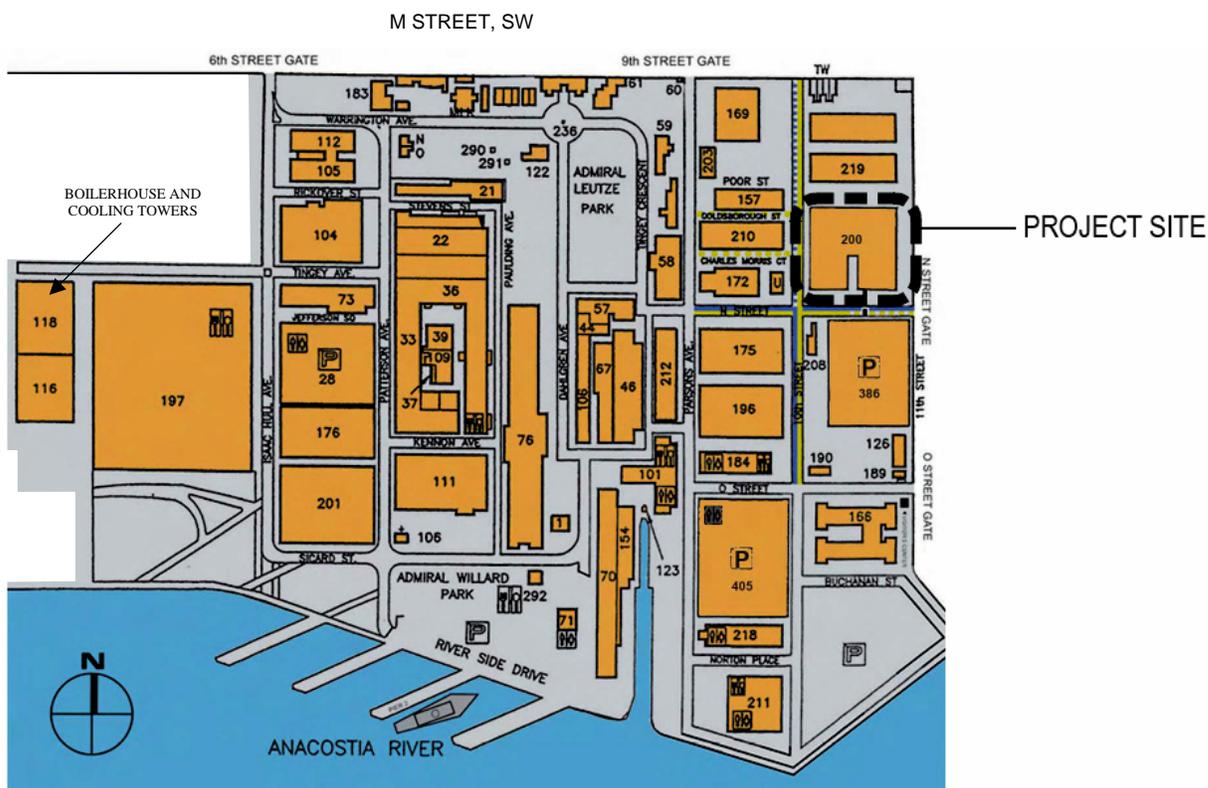


REGIONAL LOCATION

The most recent Navy overall planning effort was a 1998 WNY master plan that was never officially submitted to NCPC. The 1998 planning developed new base pedestrian circulation routes, limited new infrastructure, and new treatments for urban and streetscape elements at the WNY such as pedestrian seating, lighting, and exterior building materials and finish recommendations. Building W-200 improvements were initially developed in 2003-2004 and submitted for the NCPC capital improvements program review in 2005.

Previous recent project review actions of the Commission involving the WNY included:

- On June 5, 2003 the Commission approved the Medical/Dental Clinic (Building 175).
- On October 6, 2005, the Executive Director pursuant to delegated authority approved the final site and building plans for the Building W-101 Renovation at the WNY.
- On December 7, 2006, the Executive Director pursuant to delegated authority approved the final site and building plans for Building 123, Renovations to the Navy Winch House.



BUILDING W-200 LOCATION WITHIN THE WASHINGTON NAVY YARD

Proposal

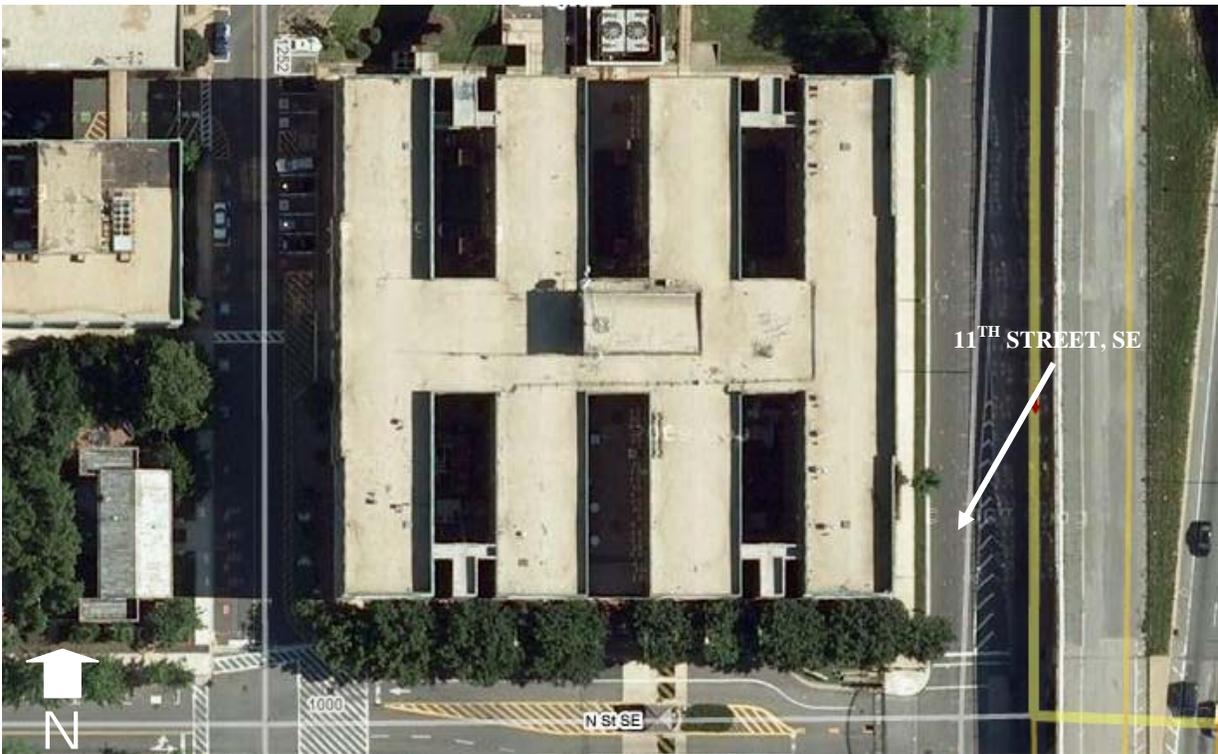
Building W-200 was established without air conditioning resulting in a floor plan of a primary east – west central corridor and a total of eight equally spaced wings oriented north – south; four per side along both sides of the spine (see building view at page 5). The east – west corridor contains the main building vertical circulation and common building services. A five story, dark brown brick building with concrete base, the structure provides a first floor horizontally banded concrete wall with square punched fenestration. Brick walls comprise all façades above the base, and the east and west elevations are crowned by a saw toothed styled parapet above that returns at the ends of the building. The east and west elevations also include a minimally protruding center section, occupying approximately half the elevation length, which employs vertical window alignments while the corners of the building utilize a horizontal fenestration system. The north and south elevations contain horizontally banded window systems that are replaced with upgraded windows. An original building entry is centered on the east elevation at 11th Street, featuring a faux stone (concrete) surround around the full double floor height entry. The functioning door in this area will be closed and a window infill provided.



EXISTING VIEWS OF BUILDING W-200

The proposed work also will include the addition of a stairway at the roof of Building W-200 and total new interiors for the structure. The building population will increase by 135 personnel but no new parking is provided with the building project.

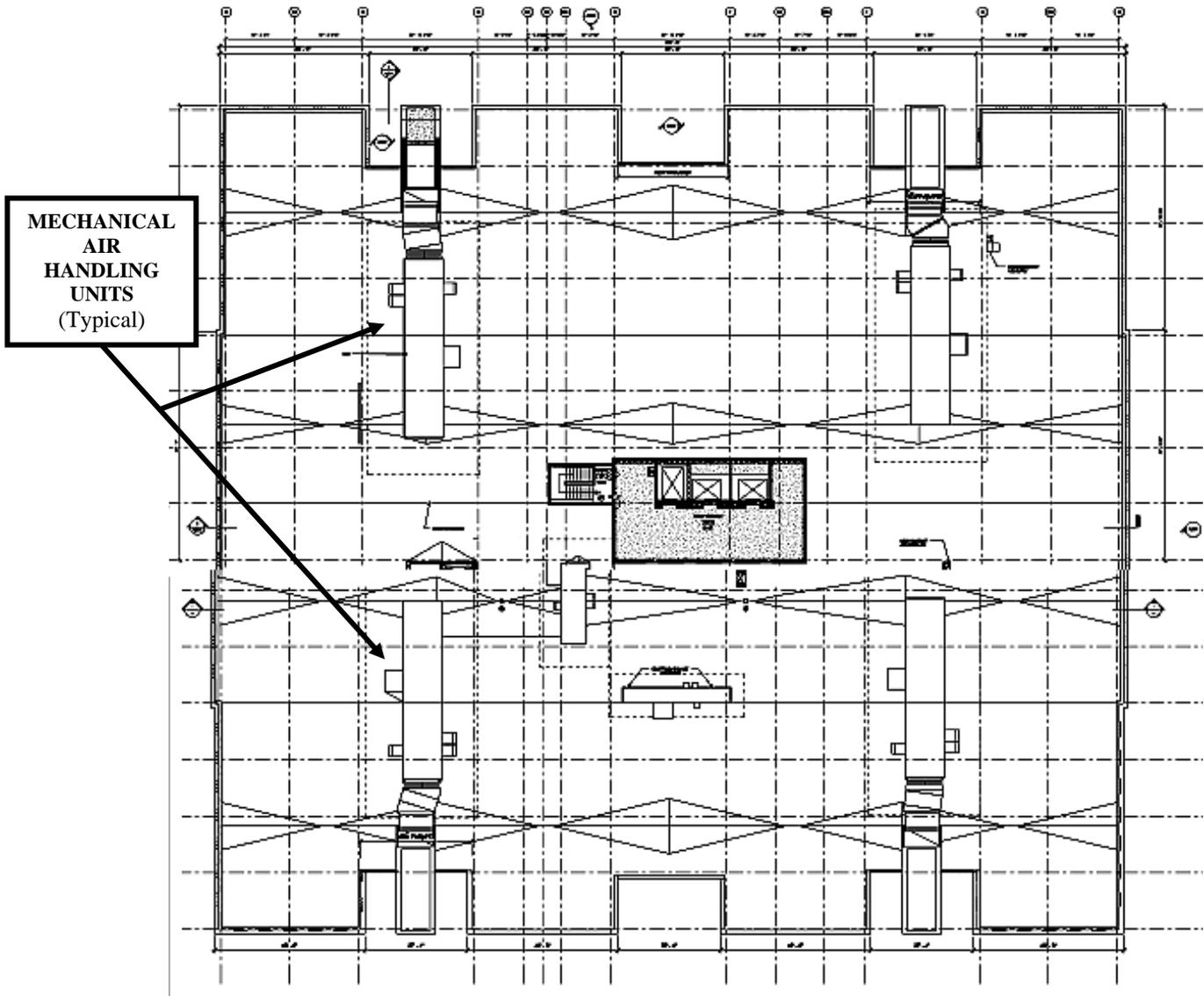
The perimeter exterior brick masonry walls will remain undisturbed as well as the steel and concrete structural frame and foundations within these walls. Six existing roof spaces between existing ‘fingers’ of building will be filled from floors two through five creating a rectangular shaped structure when these areas are enclosed as new building space. The building structural system will be enhanced to mitigate the effects of seismic loading and ‘terrorist force protection’ requirements. New reinforced windows will be provided all around. Additionally, new mechanical, electrical, plumbing and fire protection services will complement the new building interior space.



EXISTING ROOF OF BUILDING W-200

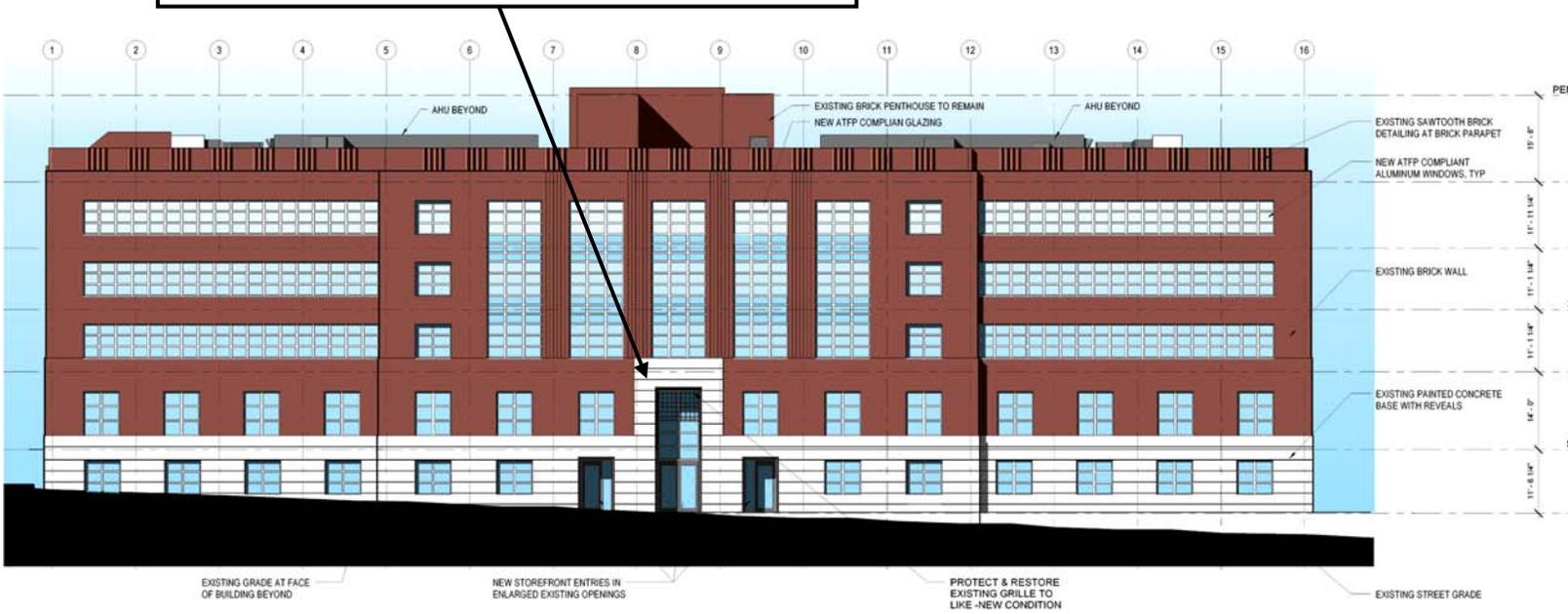
The proposed new design with its enclosure of the light courts on all floors leaves the building perimeter facades undisturbed because the infill exterior walls are set back from the perimeter. The building work requires the addition of new center walls being added on floors two through five on the south facade and floors three through six on the north facade. These walls will match the slightly different color brick of the existing outboard stairwell shafts. They will contain punched fenestrations on all floors and fill in the two court spaces of the center light walls.

Finally, a new building entry will be constructed on the west façade that will resemble the one currently on the east façade.

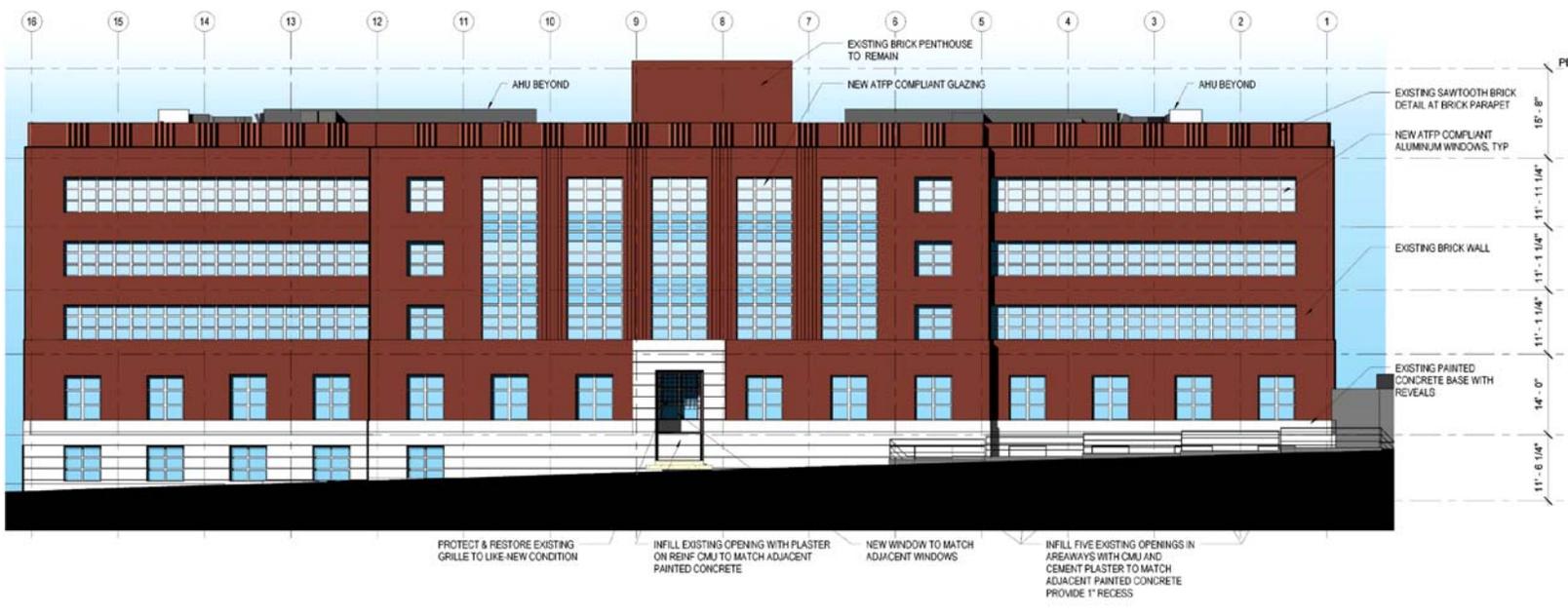


**ROOF PLAN OF ENCLOSED
LIGHT COURTS AT BUILDING W-200**

**RESTORED WEST ENTRANCE AT SURFACE GRADE
WITH REMOVAL OF EXTERIOR STAIR**



WEST ELEVATION



EAST ELEVATION

Development Program

Applicant: Department of the Navy

Estimated Cost: The total project has an estimated cost of \$63,046,000.

Architect: The final building plans were developed as a joint venture by Einhorn, Yaffee, Prescott (EYP) architects and Forrester Construction Co.



PROJECT ANALYSIS

Executive Summary

The proposed building renovation alters the W-200 Building with the necessary improvements to accommodate additional Navy personnel housed by this structure. No changes to the site are included in the project. Relocating the main entrance to the facility at the west façade will vastly improve the building's function and appearance.

The modification to the building structural system will enhance the structure's ability to mitigate the effects of seismic loading and does so without adversely impacting the building's exterior appearance. Sustainable measures are implemented in the building's improved design to emphasize the sustainability and carbon footprint reduction of building operations to a high level that follows federal guidelines for energy management in accordance with Executive Order 13423, "Strengthening Federal Environmental, Energy, and Transportation Management". The building renovation achieves this through the employment of integrated design, optimization of energy efficiency, improved interior systems, use of renewable materials, conservation of water, enhancement of indoor environmental quality, and reduction in environmental impacts of materials in accordance with principles of the federal management directive. The list of measures being employed includes:

- Implementation of efficient indoor air quality performance and monitoring of operating systems
- Use of Ambient smoke controls
- Elimination of the use of listed hazardous materials
- Integration of life-cycle, cost-based analysis in the renovation
- Purchase of recycled-content products as identified by the Environmental Protection Agency (U.S.EPA) during construction and building operation
- Elimination of products that emit off-gassing and noxious odors affecting indoor air quality
- Use of building systems commissioning in a controlled and phased manner for construction completion
- Maintaining energy performance management monitoring in building operations
- Monitoring and refrigerant management for large cooling systems
- Storing and collecting recyclable materials

The planned improvements will modernize and reuse this historic structure, extending its service life, and making its ongoing operations sustainable and efficient. **Staff recommends the Commission approve the preliminary and final building plans.**

In further review of the background and need for this project, staff notes that the Navy has not updated its WNY master plan, and that the plan should take into account the many surrounding physical development changes to both the city blocks adjacent to the base, and to the future requirements and alterations that may be undertaken at the WNY. **Consequently, staff strongly recommends that the Commission require the Navy undertake and coordinate with NCPC development of an updated WNY master plan, including a transportation management**

plan that demonstrate how the WNY parking ratio meets NCPC's Comprehensive Plan goals, and submit that plan to the Commission prior to submitting any new project.

CONFORMANCE

Comprehensive Plan for the National Capital

NCPC's Comprehensive plan for the National Capital identifies the WNY as a major federal employment area and is identified as such on page 44 of the Federal Workplace Element of the Plan.

Federal Capital Improvements Plan

The approved September 2006-2011 Federal Capital Improvements Plan (FCIP) includes the W-200 Building project as a "*Recommended*" proposal. The description of the plans notes that the building serves an administrative function and will retain that activity with its updating and improvements. Estimated cost was projected at \$45,000,000 in the FCIP.

National Capital Urban Design and Security Plan

The building project integrates all security protection measures within the existing structure, its resistant doorways and upgraded window systems. Reinforced glazing occurs throughout the renovation and is utilized in conjunction with reinforced framing. The project complies with the objectives and standards of the Commission's Urban Design and Security Plan policies because no part of the proposal impacts public space.

Relevant Federal Facility Master Plan

The proposal is consistent with the Revised Master Plan for the WNY, approved by the Commission on October 4, 1990, as shown on NCPC Map File No. 41.11(05.12)-30461. Because many revisions to the surrounding area, its roadway network, and pedestrian and open space connections exist, the Navy should prepare a master plan update as specified by the NCPC master plan submission guidance.

National Environmental Policy Act (NEPA)

The Navy completed an Environmental Assessment (EA) for the building and other additional improvements to WNY structures in 2007. A Finding of No Significant Impact was signed by the Naval District of Washington in November 2007.

The NCPC staff has reviewed all information in the submission, including the issues analyzed by the Navy prepared EA, and finds the action of the proposed building renovation complies with the NCPC categorical exclusion 8(C)-21; review and approval of occupiable space by lease

acquisition, construction, expansion, or improvement of an existing facility where the following conditions are met:

- The structure and proposed use are in compliance with local planning and zoning and any applicable District of Columbia, state, or federal requirements
- The proposed use will not substantially increase the number of motor vehicles at the facility;
- The site and the scale of construction are consistent with those of existing adjacent or nearby buildings; and
- There is no evidence of community controversy or other environmental issues.

No site revisions are proposed other than alteration of one building entrance. No new or additional vehicle parking is proposed with the project. Affects to historical and cultural components of the environment regarding the renovation have been examined by the District of Columbia State Historic Preservation Officer (DC-SHPO) as required by the National Historic Preservation Act, Section 106 requirements. The review has been completed by the Navy with the DC-SHPO determining no adverse effect to the historic building or its surrounding environment. As no new excavation for the project is occurring at the building site, archeological resources of the cultural environs of the WNY will not be affected.

National Historic Preservation Act (NHPA)

The Navy initiated consultation with the District of Columbia State Historic Preservation Office (DC-SHPO) in the early development stages of its project. In November 2005 the DC-SHPO responded in writing indicating issues from their review of the project were not significant, and agreed with the Navy determination of no adverse effect to the building. The W-200 Building is a National Register-eligible contributing structure to the extended WNY historic district.

The Navy and DC-SHPO agreed that the project conforms to the principles outlined in *The Secretary of the Interiors Guidelines for the Treatment of Historic Properties*. The DC-SHPO concurrence was completed on December 12, 2005. As the Navy is the federal lead agency for this undertaking, NCPC has no further responsibility for compliance under the NHPA once the DC-SHPO established a determination of no adverse effect.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the project on April 15, 2009. The Committee forwarded the proposal to the Commission with the statement that the project has been coordinated with all participating agencies. The participating agencies were NCPC; the National Park Service; the General Services Administration; the District of Columbia Office of Planning; the District Department of Transportation and the Washington Metropolitan Area Transit Authority.

Commission of Fine Arts

The Commission of Fine Arts (CFA) approved the plans for Building W-200 at its meeting of April 16, 2009. The action cited no objection to the final plans for the modernization of Building W-200 including new windows and doors, providing an accessible entrance on the west elevation, and turning existing light wells into useable floor space.