



Executive Director's Recommendation

Commission Meeting: October 3, 2019

PROJECT St. Elizabeths West Campus Interstate 295 Facing Wall Change in Cladding 2700 Martin Luther King Jr Avenue, SE Washington, DC	NCPC FILE NUMBER 8109
SUBMITTED BY United States General Services Administration	NCPC MAP FILE NUMBER 83.10(38.00)45000
REVIEW AUTHORITY Federal Projects in the District per 40 U.S.C. § 8722(b)(1) and (d)	APPLICANT'S REQUEST Approval of preliminary and final site development plans
	PROPOSED ACTION Approve preliminary and final site development plans as requested
	ACTION ITEM TYPE Consent Calendar

PROJECT SUMMARY

The United States General Services Administration (GSA) has submitted for review preliminary and final site development plans for the proposed change in material for the Interstate 295-facing wall at St. Elizabeths Access Road at the western edge of the West Campus at St. Elizabeths Hospital. The St. Elizabeths Access Road has been in use since its completion in 2013. While much of the two wall surfaces facing the Access Road itself were clad with stacked stone at the time, funding was insufficient to begin cladding the outer, Interstate 295-facing wall. As a result, the wall facing the highway remains bare concrete.

GSA is requesting approval of the completion of the cladding of the on-campus portion of the highway-facing wall of the Access Road with concrete formliner to match the Shepherd Parkway portion. GSA's reasons for the change in cladding material for the highway-facing wall are for consistency of the appearance of the highway-facing wall as seen from the highway and for consistency of its future maintenance by DDOT, as well as for the lower cost. The Access Road-facing walls are not involved in this proposed material change, only the highway-facing wall.

KEY INFORMATION

- The Commission approved the 2012 St. Elizabeths West Campus Master Plan, which included roadway infrastructure components consisting of a new access road through a portion of Shepherd Parkway and Martin Luther King, Jr. Avenue roadway improvements.
- The 2012 master plan amendment included an environmental impact statement that analyzed the access roadway's impacts on the following: Shepherd Parkway, views to and from different vantage points, the natural environment, and the local roadway network.

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- The proposed roadway was designed to minimize impacts to Shepherd Parkway while meeting the District Department of Transportation (DDOT) and Federal Highway Administration (FHWA) standards.
 - In November 2016, following Section 106 consultation, the Commission reviewed and approved GSA's design for the Shepherd Parkway Access Road at the southern portion of the same road, leading from the Interstate 295/Malcolm X Interchange north to the West Campus.
 - The Commission approved the use of concrete formliner on all three wall faces of the Shepherd Parkway Access Road, noting that GSA cited concern of the project cost in designing the road with concrete formliner rather than stacked stones. The Department of the Interior (DOI) did not vote in favor of the material change as it supported the use of stacked stone as a more appropriate material for the Suitland Parkway.
 - Pursuant to its responsibilities under the National Environmental Policy Act (NEPA), GSA has fulfilled its NEPA obligations through the preparation of an Automatic Categorical Exclusion for this project.
 - In regard to GSA and NCPC's responsibilities under Section 106 and Section 110 of the National Historic Preservation Act (NHPA), GSA consulted with the District of Columbia State Historic Preservation Officer (DC SHPO) and consulting parties. The DC SHPO has concurred with GSA's determination that the change in material of the highway-facing wall of the St. Elizabeths Access Road will have no adverse effect on the St. Elizabeths National Historic Landmark campus. NCPC agrees with the determination of no adverse effect.
 - The MOA for the original undertaking includes a provision for review by the Section 106 Consulting Parties and the two review agencies should a design or material change be proposed from what was originally approved.
 - An amendment to the MOA was prepared and executed by the signatories, which notes the substitution of a mitigation measure consisting of the expansion of the interpretative sign program for the West Campus for one part of the original mitigation measures, which was the cladding with stacked stone of the highway-facing wall of the Access Road.

RECOMMENDATION

The Commission:

Approves the preliminary and final site development plans for the proposed change in material for the Interstate 295-facing wall at St. Elizabeths Access Road at the western edge of the West Campus at St. Elizabeths Hospital.

Recommends that GSA continues to coordinate with NPS and DDOT to identify a high quality color treatment for the concrete formliner to be installed on the Interstate-295-facing wall of the Access Road that is appropriate and compatible to the appearance of the stacked stone previously approved and installed on the Access Road-facing wall, and is consistent with the color treatment currently being developed for the previously approved formliner-clad retaining walls along the Shepherd Parkway Access Road.

PROJECT REVIEW TIMELINE

Previous actions	<p>January 2009 – Commission approves Master Plan for DHS Headquarters Consolidation at St. Elizabeths.</p> <p>March 2012 – DHS Headquarters Consolidation at St. Elizabeths: Master Plan Amendment: Federal Use Parcel of the East Campus (included Access Road improvements) Final Environmental Impact Statement.</p> <p>November 2016 – Commission approves I-295/Malcolm X Avenue Interchange Improvement Project.</p>
Remaining actions (anticipated)	– None.

PROJECT ANALYSIS

Executive Summary

Staff reviewed the preliminary and final site development plans and finds that the proposed change in wall cladding material for the I-295 facing wall of the Access Road is consistent with the previous Commission actions and the overall master plan vision of a separate access roadway for the St. Elizabeth West Campus. Therefore, staff recommends the Commission **approves the preliminary and final site development plans for the proposed change in material for the Interstate 295-facing wall at St. Elizabeths Access Road at the western edge of the West Campus at St. Elizabeths Hospital.**

Analysis

The United States General Services Administration (GSA) has submitted for review preliminary and final site development plans for the proposed change in material for the Interstate 295-facing wall at St. Elizabeths Access Road at the western edge of the West Campus at St. Elizabeths Hospital. The St. Elizabeths Access Road has been in use since its completion in 2013. While much of the two wall surfaces facing the Access Road itself were clad with stacked stone at the

time, funding was insufficient to begin cladding the outer, Interstate 295-facing wall. As a result, the wall facing the highway remains bare concrete.

GSA is requesting approval of the completion of the cladding of the on-campus portion of the highway-facing wall of the Access Road with concrete formliner to match the Shepherd Parkway portion of the highway-facing. GSA's reasons for the change in cladding material for the highway-facing wall are for consistency of the appearance of the highway-facing wall as seen from the highway and for consistency of its future maintenance by DDOT, as well as for the lower cost. The Access Road-facing walls are not involved in this proposed material change, only the highway-facing wall. GSA provided photo simulations of the proposed change and while staff finds that stacked stone is the preferred treatment, staff supports GSA's rationale for the formliner. Staff notes that during the 2015 and 2016 review of GSA's request to change the wall cladding material from stacked stone to formliner at the I-295/Malcolm X Avenue Interchange, the Department of the Interior (DOI) did not support the change in material due to its impact on Suitland Parkway. The change was ultimately approved by the Commission in the June 2015 and November 2016 Commission actions.

Since this current request for a material change is for the I-295 facing side of the Access Road only, Staff believes the proposed formliner is consistent with the previous Commission actions and retains the intent of the St. Elizabeths Master Plan components related to the Access Road. Staff understands the GSA is continuing to explore color treatments for the formliner, in consultation with NPS and DDOT, therefore, staff **recommends that GSA continues to coordinate with NPS and DDOT to identify a high quality color treatment for the concrete formliner to be installed on the Interstate-295-facing wall of the Access Road that is appropriate and compatible to the appearance of the stacked stone previously approved and installed on the Access Road-facing wall, and is consistent with the color treatment currently being developed for the previously approved formliner-clad retaining walls along the Shepherd Parkway Access Road.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

Staff believes this project is in conformance with Final Master Plan for the DHS Consolidation at the St. Elizabeths West Campus as approved by the Commission on June 7, 2012.

National Historic Preservation Act

In regard to GSA and NCPC's responsibilities under Section 106 and Section 110 of the National Historic Preservation Act (NHPA), GSA consulted with the District of Columbia State Historic Preservation Officer (DC SHPO) and consulting parties. The DC SHPO has concurred with GSA's determination that the change in material of the highway-facing wall of the St. Elizabeths Access Road will have no adverse effect on the St. Elizabeths National Historic Landmark campus. NCPC

agrees with the determination of no adverse effect. NCPC staff concurred with this determination of no adverse effect.

The MOA for the original undertaking includes a provision for review by the Section 106 Consulting Parties and the two review agencies should a design or material change be proposed from what was originally approved.

An amendment to the MOA was prepared and executed by the signatories, which notes the substitution of a mitigation measure consisting of the expansion of the interpretative sign program for the West Campus for one part of the original mitigation measures, which was the cladding with stacked stone of the highway-facing wall of the Access Road.

National Environmental Policy Act

Pursuant to its responsibilities under the National Environmental Policy Act (NEPA), GSA has fulfilled its NEPA obligations through the preparation of an Automatic Categorical Exclusion for this project. NCPC has in independent NEPA responsibility and staff has determined the project is eligible for NCPC's categorical exclusion (#2) which applies to the 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

The Coordinating Committee reviewed the final design at its September 11, 2019 meeting. Without objection, the Committee forwarded the proposed final site development plans to the Commission with the statement that the proposal has been coordinated with all participating agencies. The participating agencies were: NCPC; the District of Columbia Department of Transportation; the District of Columbia Department of Energy and Environment; the General Services Administration; the District of Columbia State Historic Preservation Office; the National Park Service; and the Washington Metropolitan Area Transit Authority.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts approved the application for the change in material to concrete formliner cladding on the highway-facing retaining wall of Shepherd Parkway on their September 19, 2019 Consent Calendar.

ONLINE REFERENCE

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

- Submission Package

Prepared by Lee Webb
09/12/2019

POWERPOINT (ATTACHED)

St. Elizabeths West Campus Interstate 295 Facing Wall Change in Cladding

2700 Martin Luther King Jr Avenue, SE, Washington DC

Approval of Preliminary and Final Site Development Plans

United States General Services Administration

Project Summary

Commission Meeting Date: October 3, 2019

NCPC Review Authority: 40 U.S.C. § 8722(b)(1) and (d)

Applicant Request: Approval of Preliminary and Final Site Development Plans

Session: Delegated

NCPC Review Officer: Lee Webb

NCPC File Number: 8109

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GSA is requesting approval of the completion of the cladding of the on-campus portion of the highway-facing wall with concrete formliner to match the Shepherd Parkway portion of the highway-facing wall with concrete formliner to match the Shepherd Parkway portion of the Access Road. GSA's

Project Summary

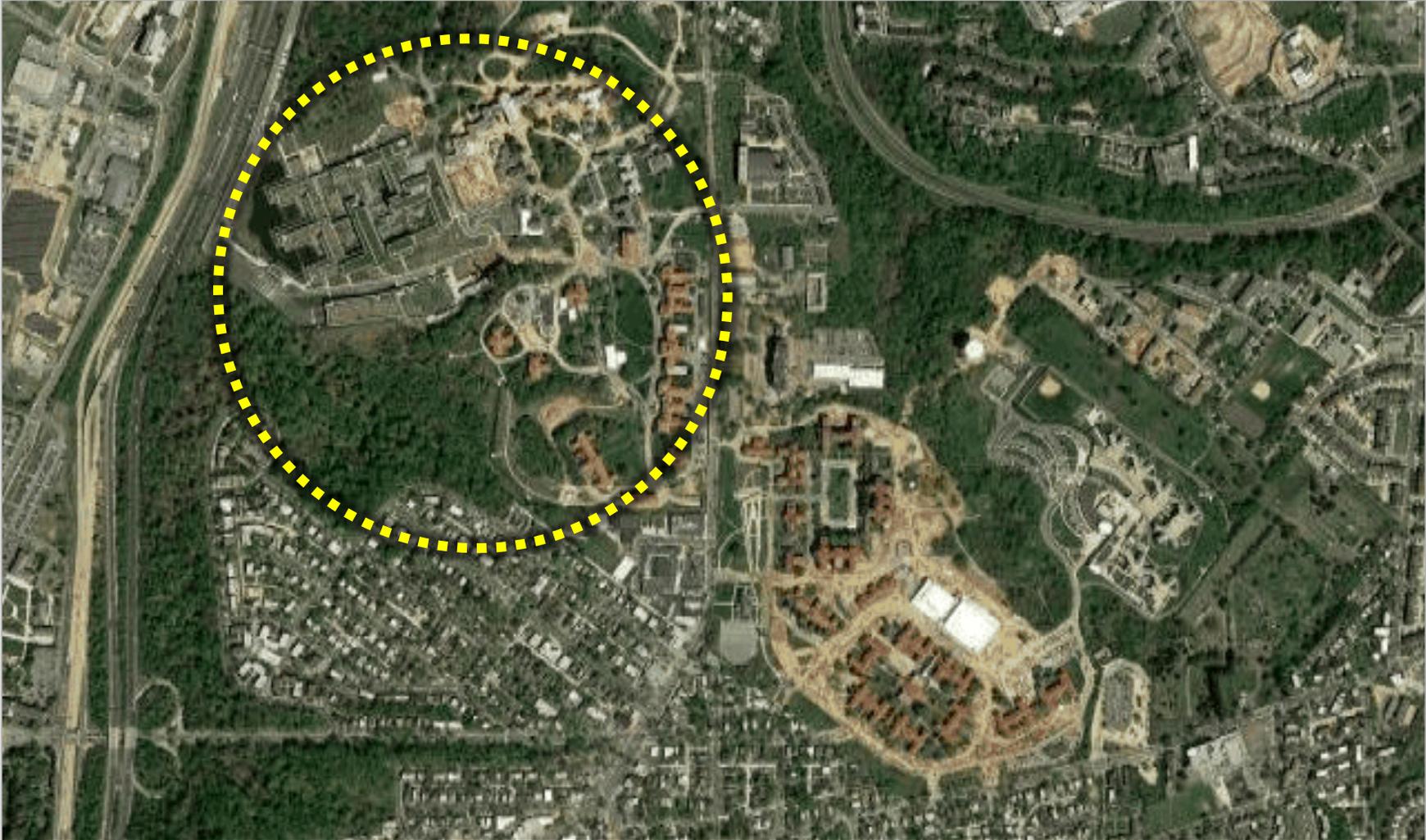
reasons for the change in cladding material for the highway-facing wall are consistency of the appearance of the highway-facing wall as seen from the highway and for consistency of its future maintenance by DDOT, as well as for the lower cost. The Access Road-facing walls are not involved in this proposed material change, only the highway-facing wall.

The DC SHPO has concurred with GSA's determination of that the change in material of the highway-facing wall of the St. Elizabeths Access Road will have no adverse effect on the St. Elizabeths National Historic Landmark campus. Further, the MOA for the original undertaking includes a provision for review by the Section 106 Consulting Parties and the two review agencies should a design or material change be proposed from what was originally approved.

An amendment to the MOA was prepared and executed by the signatories, which notes the substitution of a mitigation measure consisting of the expansion of the interpretative sign program for the West Campus for one part of the original mitigation measures, which was the cladding with stacked stone of the highway-facing wall of the Access Road.

GSA has fulfilled its NEPA obligations through the preparation of an Automatic Categorical Exclusion for this project.

Site Location



Location Map

Proposed Wall Cladding Modification



DHS Consolidation at St. Elizabeths

Interstate 295/Malcolm X Interchange Improvement Project

**Proposed cladding modification to
existing I-295-facing retaining wall at the
St. Elizabeths Access Road**

August 2019



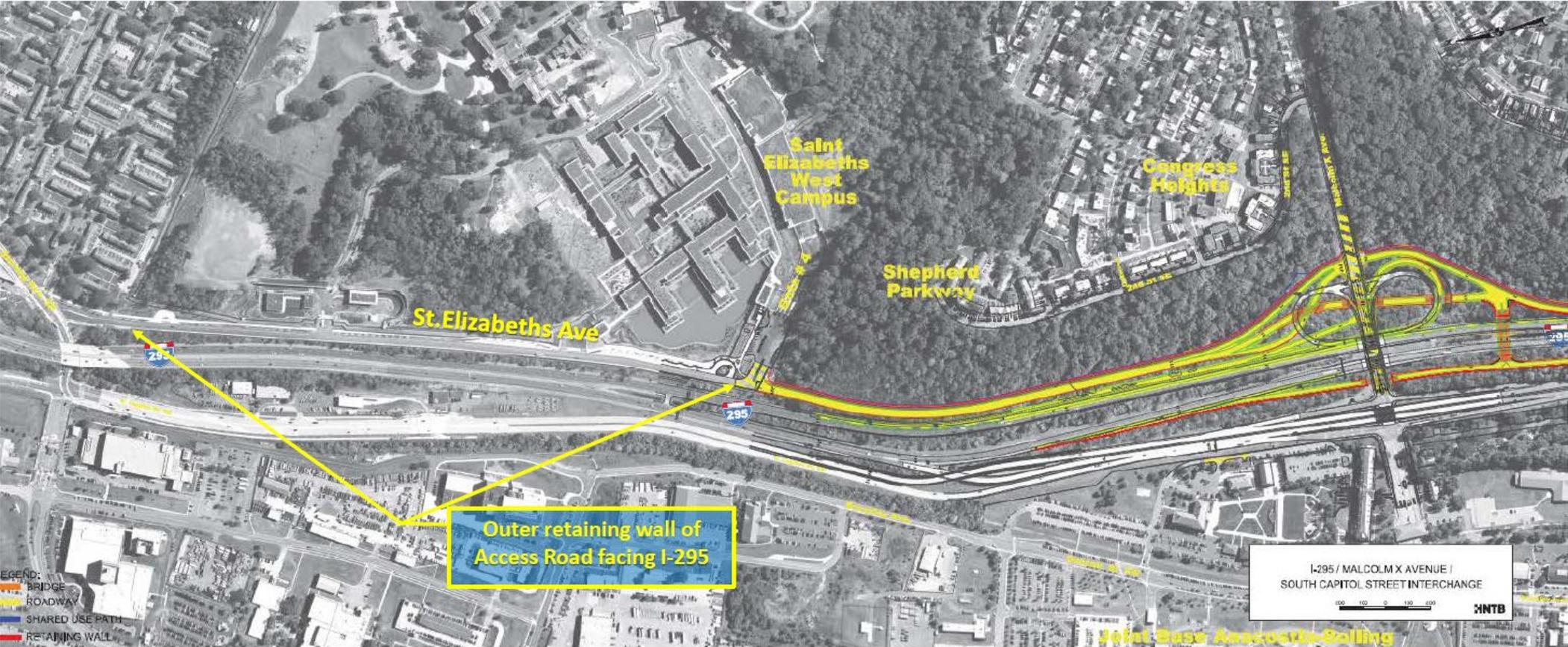
DHS Consolidation at St. Elizabeths



HNTB

Access Road Location

St. Elizabeths Access Road on left
Future Shepherd Parkway Access Road on right



Proposed Wall Cladding Material Change

Proposed change in cladding material from stacked stone to concrete formliner on the I-295-facing wall of the Access Road



**Access Road Composite Section
I-295-facing wall indicated with arrow**



**Wall panel formliner – samples are still
being painted and assessed for appearance**



DHS Consolidation at St. Elizabeths



Existing Retaining Wall Conditions Seen from I-295

Existing retaining wall conditions seen from I-295



Existing retaining wall facing I-295



Existing retaining wall facing I-295

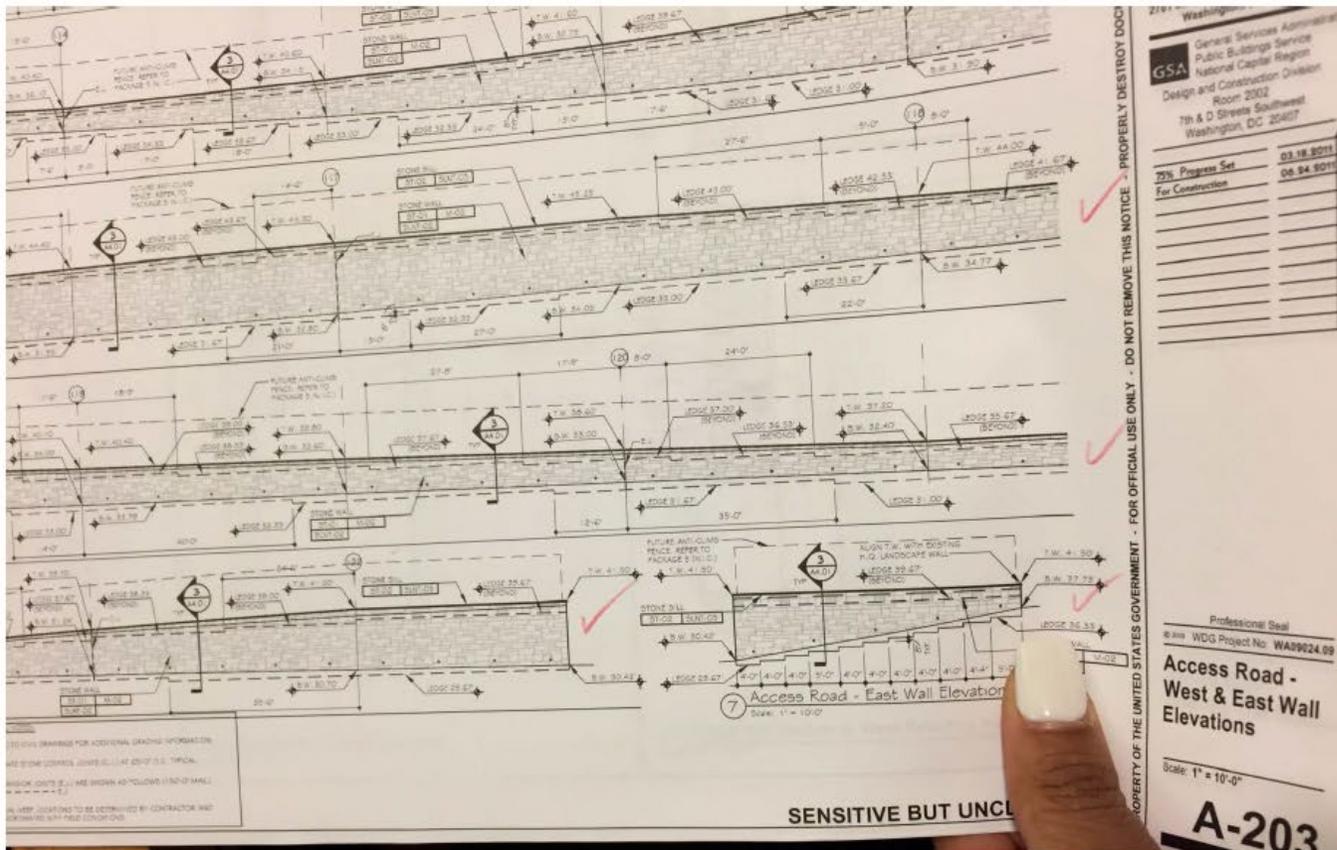
Rendering Showing Formliner on Retaining Wall

Rendered view with formliner on retaining wall facing I-295



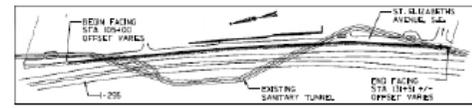
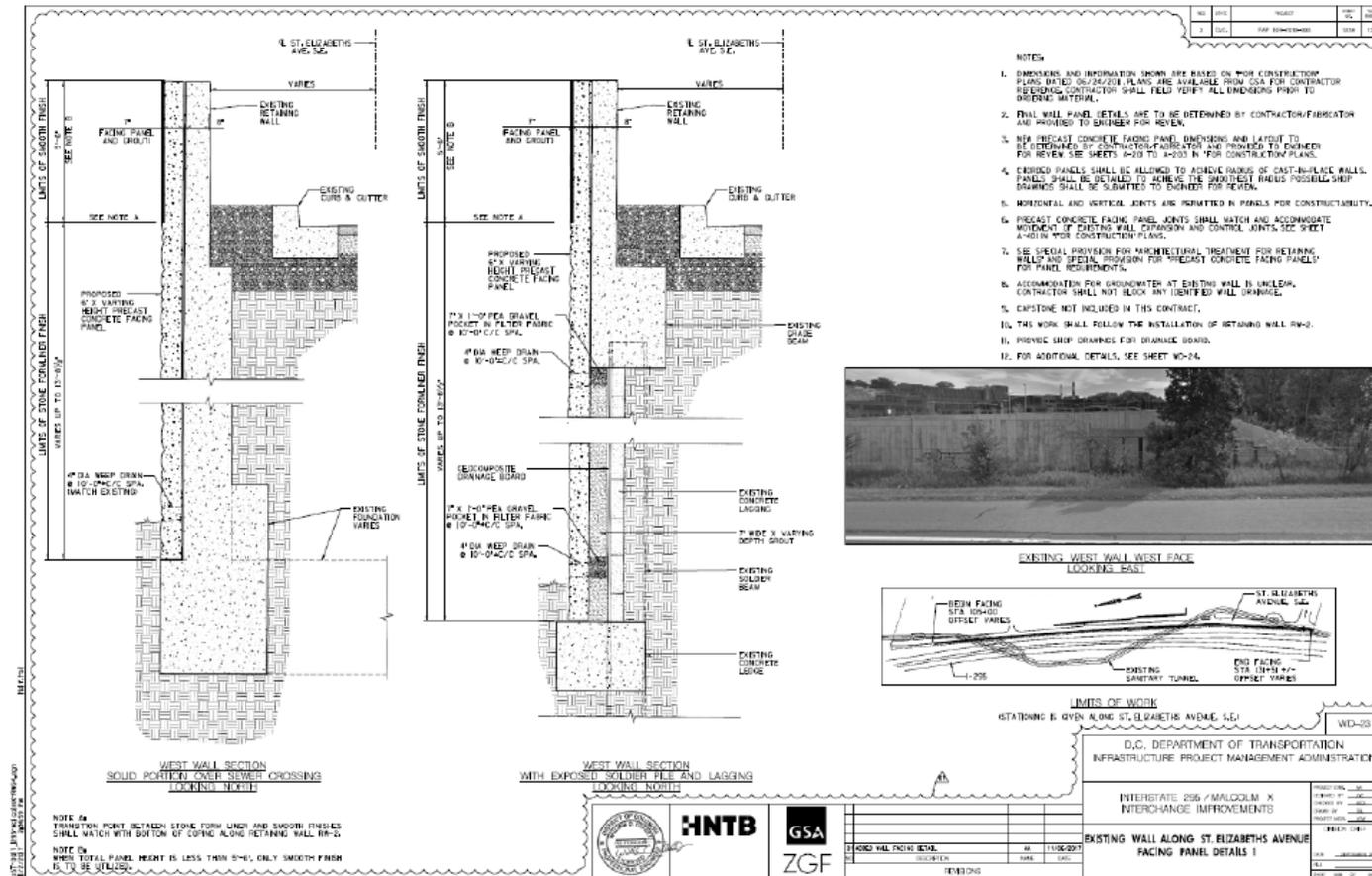
Access Road Stone Cladding Approved in 2011

Access Road stone cladding approved in 2011



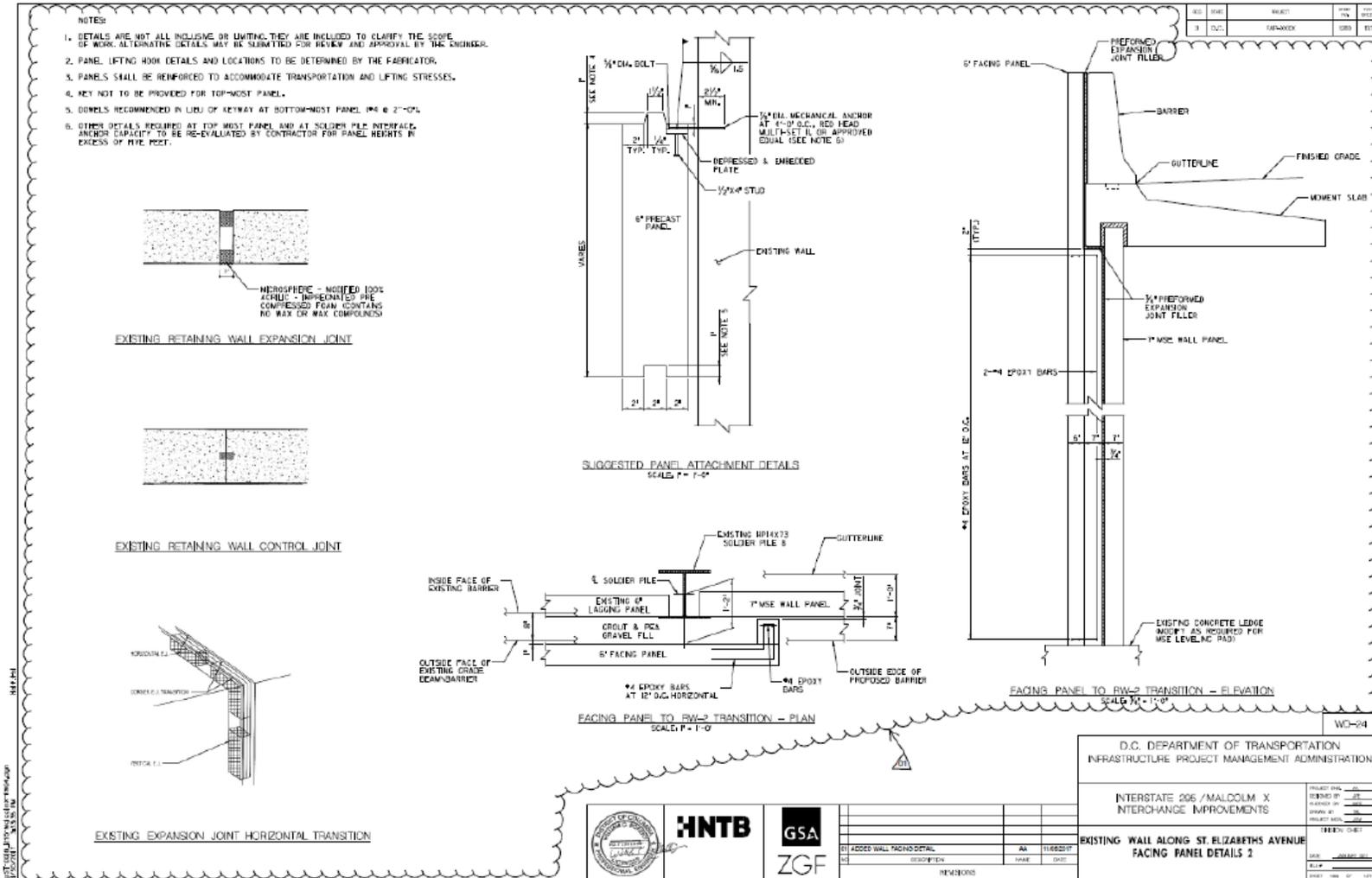
Proposed Formliner Panels for I-295 Facing Wall, 2019

Proposed formliner panels for I-295-facing wall, 2019



Proposed Wall Formliner Panel Details

Proposed wall formliner panel, details



Access Road Retaining Walls with Stone Cladding

Access Road retaining walls approved with stone cladding are not affected by proposed change to I-295-facing wall



DHS Consolidation at St. Elizabeths

