



Executive Director's Recommendation

Commission Meeting: November 5, 2020

PROJECT Cybersecurity and Infrastructure Security Agency Headquarters Building at St. Elizabeths St. Elizabeths West Campus 2701 Martin Luther King, Jr. Avenue, SE Washington, DC	NCPC FILE NUMBER 8219
SUBMITTED BY United States General Services Administration	NCPC MAP FILE NUMBER 83.10(00.00)45208
REVIEW AUTHORITY Federal Projects in the District per 40 U.S.C. § 8722(b)(1) and (d)	APPLICANT'S REQUEST Approval of comments on concept plans
	PROPOSED ACTION Approve comments on concept plans
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The U.S. General Services Administration (GSA) has submitted for a concept review and comments on plans for a new 600,000 square foot building on the West Campus at St. Elizabeths Hospital, as part of the ongoing development for the Department of Homeland Security's (DHS) new consolidated headquarters campus. The Commission approved the second Master Plan Amendment for St. Elizabeths at its October 1, 2020 meeting. The new building is the first building submitted for review under the amended Master Plan and will house the Cybersecurity and Infrastructure Security Agency (CISA). The building siting and massing is consistent with the Master Plan Amendment which the Commission approved at its October 2020 meeting.

The St. Elizabeths West Campus is a 176-acre site on the western side of Martin Luther King, Jr. (MLK) Avenue in Southeast Washington, DC. After determining that it no longer had a need for the property, the United States Department of Health and Human Services, which had operated the St. Elizabeths Psychiatric Hospital, declared the St. Elizabeths West Campus as excess in January 2001. GSA took control of the property for redevelopment in December 2004. The East Campus is owned by the District of Columbia. The entire St. Elizabeths Campus is a National Historic Landmark (NHL).

KEY INFORMATION

- The St. Elizabeths Hospital Campus was listed as a National Historic Landmark in 1990.
- The Department of Health and Human Services transferred the property to GSA in 2001.
- In January 2009, the Commission approved the campus master plan. One of the main goals of the master plan was to retain as much of the historic fabric of St. Elizabeths West Campus as possible.

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- A Programmatic Agreement (PA) signed in 2008 outlined the process for historic preservation.
 - Since the 2009 Master Plan approval, the Commission has seen two master plan amendments: one in 2010 to amend the area of the plan for the U.S. Coast Guard Headquarters and one in 2012 to relocate FEMA to the east campus.
 - The 2009 Master Plan for St. Elizabeths established a framework for 4.5 million gross square feet of office/support space between existing and new development to house DHS. It also included an additional 1.5 million gross square feet of parking.
 - GSA has completed several components of the original 2009 Master Plan, including the construction of the Munro Building to serve as the Coast Guard Headquarters, an adjacent parking garage, the complete rehabilitation of the historic Center Building to house the offices of the Secretary of DHS, a western addition to the Center Building, and several rehabilitations of smaller historic buildings on the West Campus.
 - Since the 2009 approval, GSA has determined that due to inefficient floorplates across the campus and current requirements, the ratio for Usable Square Footage (USF) to Gross Square Footage (GSF) is 2.0+ versus the original planned 1.3. Since 2009, the construction costs have also increased, partly due to funding delays, as well as the actual cost to rehabilitate the historic Center Building.
 - GSA reinitiated Section 106 Consultation in 2018 and had held seven Consulting Party Meetings to date. A new Memorandum of Agreement (MOA) was executed to document the mitigation measures agreed upon during the Consultation Process resulting from the anticipated adverse effects resulting from the components of the amendment to the Master Plan.
 - For the construction of the CISA Headquarters Building, three historic buildings will be demolished on the Plateau, while the historic Building 64, and three additional historic buildings (including the Ice House, the Power Plant and the Smoke Stacks) will be retained.
 - GSA prepared a Supplemental Environmental Statement (SEIS) for NEPA purposes to evaluate potential changes resulting from the amendment to the Master Plan.
 - The Commission provided comments on the concepts for the draft amendment to the Master Plan at its November 2019, followed by comments on the draft master plan in July 2020.
 - The Commission approved the Final amendment to the Master Plan at its October 1, 2020 meeting.
 - GSA hosted a Section 106 Consulting Parties meetings for the proposed CISA headquarters building in July 2020, following a federal agencies coordinating meeting.
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RECOMMENDATION

The Commission:

Comments favorably on the overall approach presented in the concept plan for the new CISA Headquarters Building.

Notes the building placement and massing is consistent with the master plan amendment approved by the Commission in September 2020.

Finds that GSA's preferred massing design for the concept for the CISA building best balances DHS's programmatic needs for a new headquarters building for CISA at the St. Elizabeths West Campus with historic preservation considerations in the context of a National Historic Landmark district. In particular, the concept:

- Retains the panoramic views and porosity of buildings across the Lawn towards the River, from the Administration Row buildings.
- Locates the large new building on the Plateau near locations previously approved for new construction and along the slope of the Ravine, allowing for the historic Power Plant and Smoke Towers to be retained, and integrated into the new building. The design approach also helps address issues of slope stability.
- Minimizes the impact of views towards the West Campus, particularly on the ridgeline of the topographic bowl.

Supports the simple roofline and flat penthouse design which allow the building silhouette to better blend in with the ridgeline of the topographic bowl.

Recommends the applicant take advantage of the large roof surface area by adding a solar array to generate renewable energy.

Requests that if rooftop antennas are anticipated, the applicant submit a rooftop antenna plan showing the height and location of future antennas with appropriate setbacks and screening so they do not compromise the simple roofline design.

Requests the applicant provide as part of the next review, the following information:

- Details regarding the choice of materials for the new building.
- Information on the tree removal and replacement required for the construction of the new building, and how GSA will meet the NCPC's current tree policies.
- A planting plan incorporating new canopy trees on the eastern side of the new building (west side of the Plateau) to assist in preserving the views of the topographic bowl ridgeline.
- Information on the stormwater management approach for the new building and site.

Recommends GSA design the new walkway within the Ravine to have a more curvilinear form to better relate to the campus' existing walkways and drives.

Commends GSA for fully engaging partner federal agencies and the Section 106 Consulting Parties at the beginning of the design process for the new building and surrounding landscape.

Finds that GSA evaluated design options for the concept with the federal agencies and Section 106 Consulting Parties, to address the needed square footage requirements for the new building as the headquarters for CISA.

Requests that the applicant continue to work with federal agencies partners and the Section 106 Consulting Parties to refine the concept design moving forward.

Notes that a new Memorandum of Agreement will be executed to address agreed-upon mitigation measures commensurate with adverse effects resulting from the construction of the new building.

PROJECT REVIEW TIMELINE

Previous actions	October 1, 2020 – Approved final master plan amendment.
Remaining actions (anticipated)	– Preliminary review. – Final review.

PROJECT ANALYSIS

The U.S. General Services Administration (GSA) has submitted for a concept review and comments on plans for a new 600,000 square building on the West Campus at St. Elizabeths Hospital, as part of the ongoing development for the Department of Homeland Security's (DHS) new consolidated headquarters campus. The Commission approved the second Master Plan Amendment for St. Elizabeths at its October 1, 2020 meeting. The new building is the first building submitted for review under the amended Master Plan and will house the Cybersecurity and Infrastructure Security Agency (CISA). The building is sited along the Ravine location as had been indicated in the approved Master Plan Amendment. GSA has hosted federal agencies and Section 106 Consulting parties' meetings to discuss the design strategy for the new CISA building. Thus, **staff commends GSA for fully engaging partner federal agencies and the Section 106 Consulting Parties at the beginning of the design process for the new building and surrounding landscape. Staff also finds that GSA evaluated design options for the concept with the federal agencies and Section 106 Consulting Parties, to address the needed square footage requirements for the new building as the headquarters for CISA.**

The St. Elizabeths West Campus is a 176-acre site on the western side of Martin Luther King, Jr. (MLK) Avenue in Southeast Washington, DC. After determining that it no longer had a need for the property, the United States Department of Health and Human Services, which had operated the St. Elizabeths Psychiatric Hospital, declared the St. Elizabeths West Campus as excess in January 2001. GSA took control of the property for redevelopment in December 2004. The East Campus

is owned by the District of Columbia. The entire St. Elizabeths Campus is a National Historic Landmark (NHL).

As the new building will house CISA, the CISA visioning for the design included the following : unify CISA under one roof, a modern office environment that allows for flexibility and adaption, inspire collaboration both internally and externally, highlight nature through physical and visual connection, and optimize daylight into the majority of spaces. Due to its location on the West Campus, the building sits in a transitional area, from the lower campus, to the upper Plateau, as well as adjacent to the historic power plant and smoke stacks. The siting of the building will also address issues with the southern slope of the Ravine and provide slope and soil stabilization. The new building will attempt to meet LEED Platinum certification.

As shown in the concept, the building is primarily comprised of four intersecting and stacked long bars, which overlap and shift in the elevation, while creating a courtyard space in the middle. The tallest bar of the building, to the south, is six stories above grade, while the elevation that engages the Ravine is nine stories, with five stories above grade. The building will have green roofs. The design team identified the following design drivers to inform the concept: optimize efficiency and daylight; maximize building performance, integrate sustainability goals, creates a sense of identity, improve site development, and soils stabilization. The design team also looked to the new building's location on the Plateau, and along the Ravine, as well as its adjacency to the Woodland areas of the West Campus, to help inform the design. In exploring appropriate scale and mass, the design team looked at the building's height impact on the South Lawn, as well as both internal and external views, particularly on impacts to the views of the topographic bowl. GSA is continuing to work with DHS to identify employee and visitor access, and how they will enter the building, from various locations. Thus, the entrance elements will evolve and continue to be discussed as the design evolves. To address issues with the building's location and solar orientation, the applicant has indicated that the windows on the western ends are recessed further than the other elevations and the exterior fins on the elevations are deeper. **Therefore, staff finds that GSA's preferred massing design for the concept for the CISA building best balances DHS's programmatic needs for a new headquarters building for CISA at the St. Elizabeths West Campus with historic preservation considerations in the context of a National Historic Landmark district. In particular, the concept:**

- **Retains the panoramic views and porosity of buildings across the Lawn towards the River, from the Administration Row buildings.**
- **Locates the large new building on the Plateau near locations previously approved for new construction and along the slope of the Ravine, allowing for the historic Power Plant and Smoke Towers to be retained, and integrated into the new building. The design approach also helps address issues of slope stability.**
- **Minimizes the impact of views towards the West Campus, particularly on the ridgeline of the topographic bowl.**

In addition, **staff supports the simple roofline and flat penthouse design which allow the building silhouette to better blend in with the ridgeline of the topographic bowl, and requests that if rooftop antennas are anticipated, the applicant submit a rooftop antenna plan showing**

the height and location of future antennas with appropriate setbacks and screening so they do not compromise the simple roofline design. Staff also recommends the applicant take advantage of the large roof surface area by adding a solar array to generate renewable energy.

Furthermore, staff requests that the applicant continue to work with federal agencies partners and the Section 106 Consulting Parties to refine the concept design moving forward.

For the concept review, the design team is showing that the material palette for the new building will include stacked stone at the base along the Ravine plaza, and textured concrete and glazing for the upper floors.

In terms of landscape design adjacent to the CISA building, the concept design shows the Ravine area to be transformed into a designed plaza, as had been indicated during the Master Plan amendment review, with plazas, seating, and walkways leading to the plateau. The walkways consist of a switchback walkway, as well as more direct stair approach on the south end of the Ravine Plaza. However, as discussed in agency and consultation meetings, **staff recommends GSA design the new walkway within the Ravine to have a more curvilinear form to better relate to the campus' existing walkways and drives.** South of the new building will consist of a new landscaped area called the South Woodland, which will contain a boardwalk trail, bioswales and meadow grasses and perennial plantings. The courtyard in the center of the building will contain seating and a grove of tree plantings. The design team shows plantings in the Ravine Plaza and the new South Woodland to consist of perennial and meadow grasses, as well as ground cover plantings. While staff acknowledges that GSA and the design team will continue to work on the proposed landscaping design and materials, **staff requests the applicant provide as part of the next review, the following information:**

- **Details regarding the choice of materials for the new building.**
- **Information on the tree removal and replacement required for the construction of the new building, and how GSA will meet the NCPC's current tree policies.**
- **A planting plan incorporating new canopy trees on the eastern side of the new building (west side of the Plateau) to assist in preserving the views of the topographic bowl ridgeline.**
- **Information on the stormwater management approach for the new building and site.**

GSA has hosted a Section 106 Consulting Party meeting and will continue the consultation, with staff noting that a new Memorandum of Agreement will be executed to address agreed-upon mitigation measures commensurate with adverse effects resulting from the construction of the new building.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

The concept plan for the new CISA Headquarter Building meets the policies and goals of various elements of the Comprehensive Plan for the National Capital. Staff notes that the location and general scale and mass of the proposed CISA Building is consistent with the St. Elizabeths Master Plan Amendment, approved by the Commission on October 1, 2020. The concept has been influenced by the Master Plan, historic preservation guidance and further developed with input from the Section 106 consultation.

National Historic Preservation Act

Both the GSA and NCPC have individual responsibility to comply with Section 106 of the National Historic Preservation Act (NHPA). At the concept review, Section 106 does not have to be completed, but initiated. To meet their compliance with Section 106, GSA has initiated the Section 106 process, and has held one Consulting Parties meetings to date, and anticipates the process to be concluded with a MOA, to provide commensurate mitigation for expected adverse effects. NCPC has designated GSA the lead in Section 106 and intends to meet its individual Section 106 responsibilities by signing the MOA.

National Environmental Policy Act

GSA evaluated the construction of the CISA Headquarters Building in the 2020 Supplemental Environmental Impact Statement (SEIS) for the West Campus master plan amendment. GSA signed a Record of Decision (ROD) for the master plan EIS in 2020. NCPC signed its own ROD on October 1, 2020.

CONSULTATION

Coordinating Committee

Without objection, the Committee forwarded the proposed comments on concept plans to the Commission with the statement that the proposal has been coordinated with all participating agencies. GSA has started meetings with consulting agencies.

U.S. Commission of Fine Arts

The U. S. Commission of Fine Arts provided comments of support for the concept design for the new building at its October 15, 2020 meeting.

ONLINE REFERENCE

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

- Submission Package

Prepared by Lee Webb
10/13/2020

POWERPOINT (ATTACHED)

Cybersecurity and Infrastructure Security Agency Headquarters Building at St. Elizabeths

2701 Martin Luther King, Jr. Avenue, SE, Washington DC

Approval of Comments on Concept Plans

United States General Services Administration

Project Summary

Commission Meeting Date: November 5, 2020

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

Applicant Request: Approval of Comments on Concept Plans

Session: Staff Presentation

NCPC Review Officer: Lee Webb

NCPC File Number: 8219

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As shown in the concept, the building is primarily comprised of four intersecting long bars that create a courtyard space in the middle. The tallest bar, to the south, is six stories above grade, while the elevation that engages the Ravine is nine stories, with five stories above grade. The design team identified the following design drivers to inform the concept: optimize efficiency and daylight; maximize building performance, integrate sustainability goals, creates a sense of identity, improve site development, and soils stabilization. The design team also looked to the new building's location on the Plateau, and along the Ravine, as well as its adjacency to the Woodland areas of the West Campus, to help inform the design. In exploring appropriate scale and mass, the design team looked at the building's height impact on the South Lawn, as well as both internal and external views, particularly on impacts to the views of the topographic bowl.

Project Summary

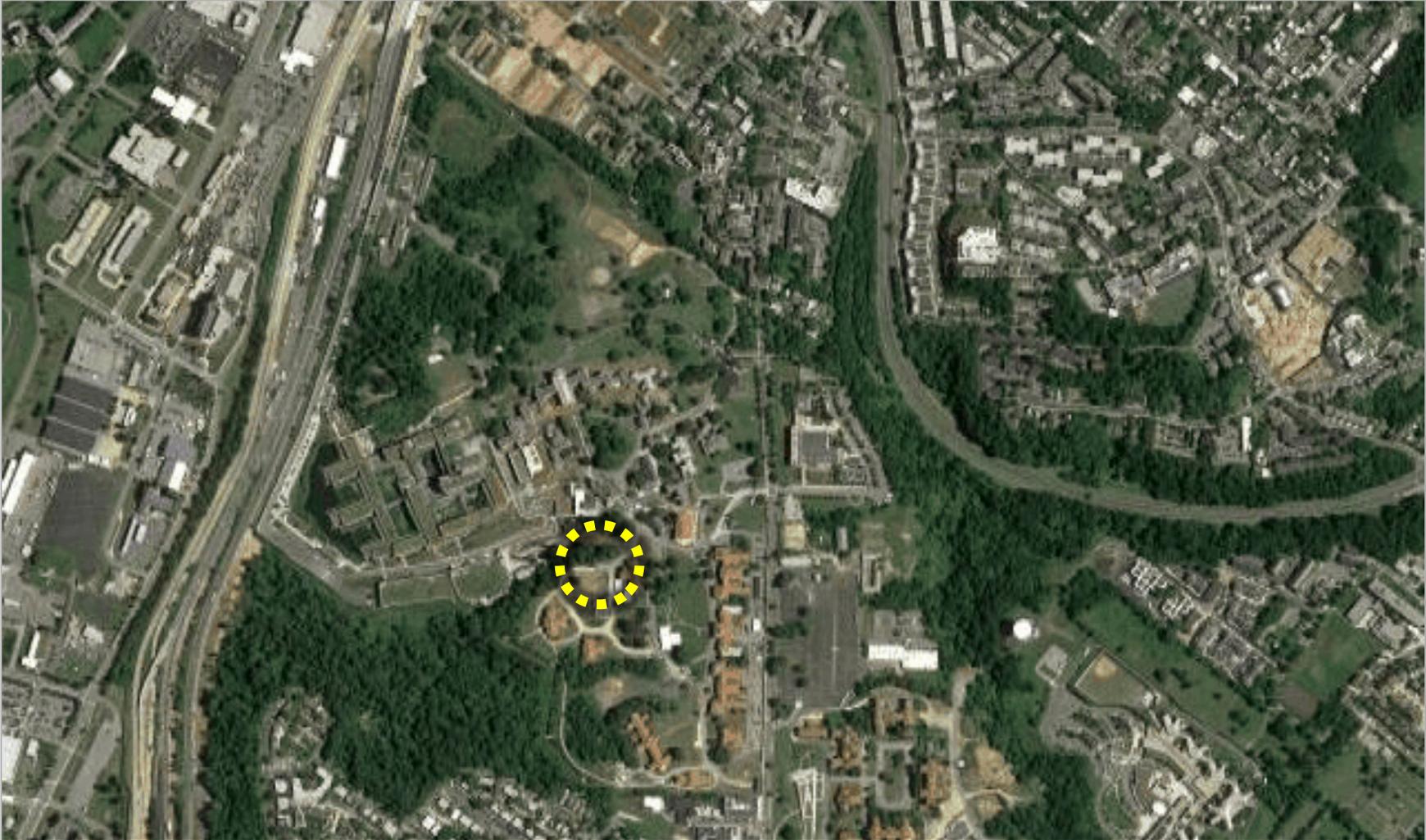
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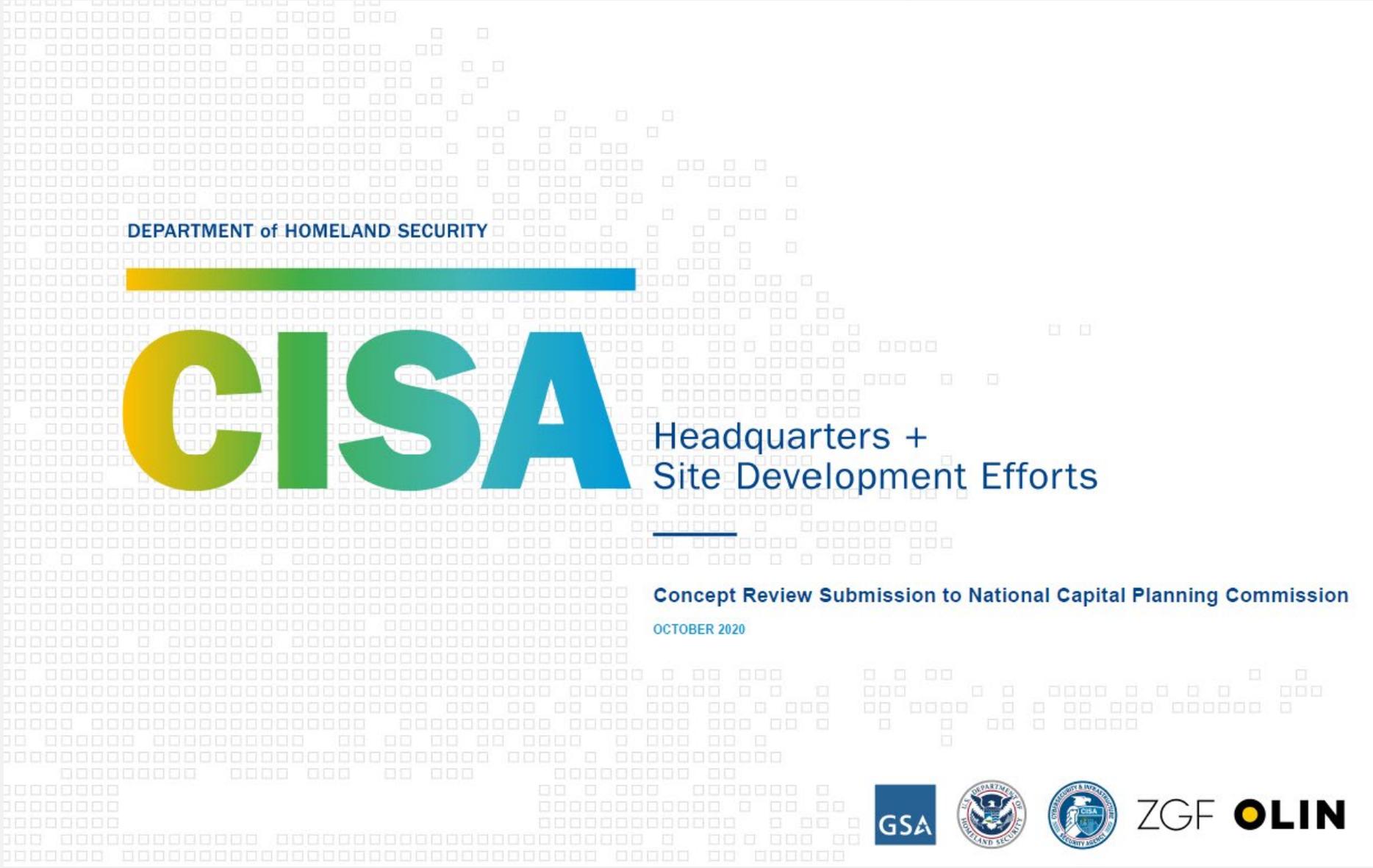
GSA has initiated Section 106 consultation for the new building, and hosted a Section 106 Consulting Parties meeting in July of 2020.

Site Location



Location Map

New Building Presentation Cover Page



DEPARTMENT of HOMELAND SECURITY

CISA

Headquarters +
Site Development Efforts

Concept Review Submission to National Capital Planning Commission

OCTOBER 2020

GSA   ZGF **OLIN**

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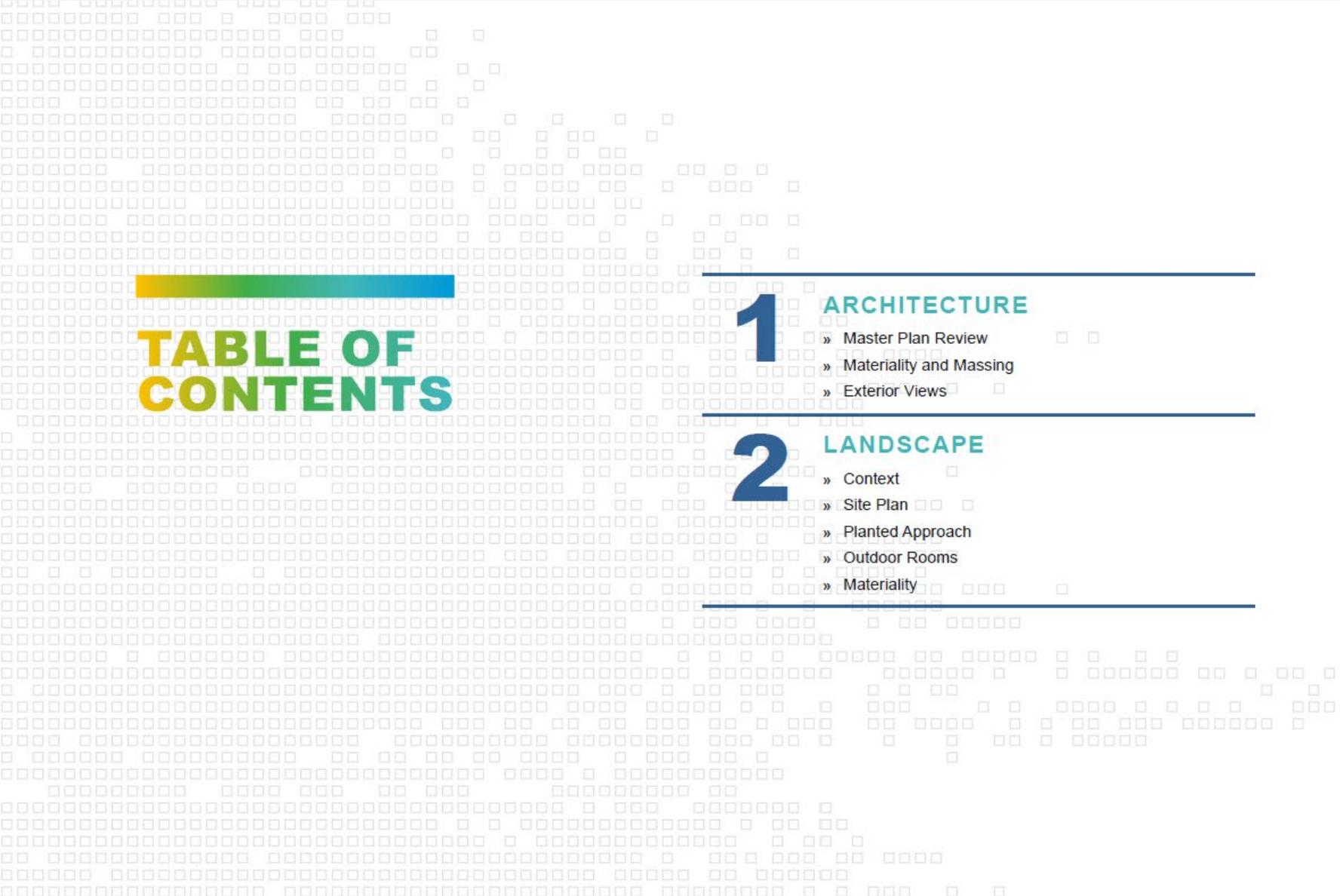


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Master Plan Design Drivers

MASTER PLAN DESIGN DRIVERS

CAMPUS CONTEXT:

SCALE: HEIGHT BEYOND SOUTH LAWN, NUMBER OF BUILDINGS, STEPPING DOWN TO LAWN

VIEWS: CONSIDERATION OF IMPORTANT INTERNAL AND EXTERNAL VIEWS

LANDSCAPE: NEW BUILDINGS ON SITE, OUTDOOR PLACEMAKING, SPACES IN-BETWEEN

HABITAT: TOPOGRAPHIC BOWL AND HABITAT USE

QUALITY & OPERATIONS:

WORKPLACE EFFICIENCY: OPTIMIZE DAYLIGHTING, CONNECTORS FOR FLEXIBILITY

IDENTITY: BUILDINGS PROGRAMMED FOR DEPT, COMPONENT IDENTITY, SECURITY

PERFORMANCE: SOLAR ORIENTATION/DAYLIGHTING/GLARE, HEATING & COOLING

FEASIBILITY:

SOILS & STABILIZATION: MINIMIZE STABILIZATION AND SOIL REMEDIATION EFFORTS

COST: +/- \$350 PER SF, LAYBACK VS RETAINING GRADE, FOUNDATIONS EXTENTS, SKIN/ROOF

FLEXIBILITY: PROGRAM BY AGENCIES/BY DEPARTMENT, 10 METER GRID

EFFICIENCY: ACHIEVE GSA P100 TARGET EFFICIENCY, CORES & SHARED SPACES, PHASING



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Site Plan

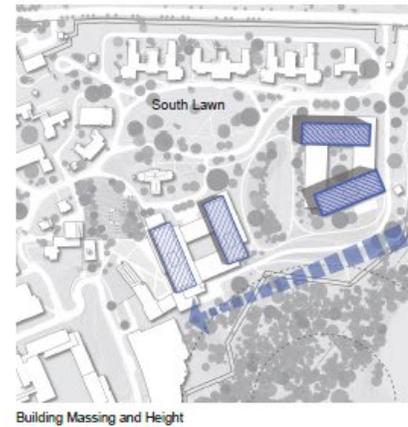
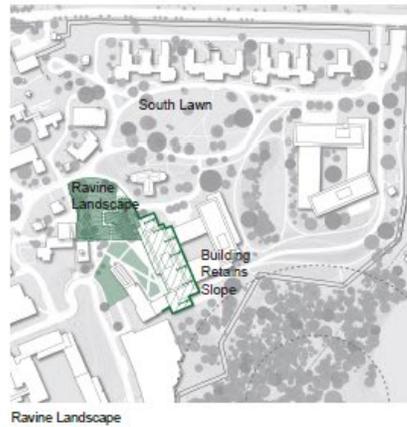
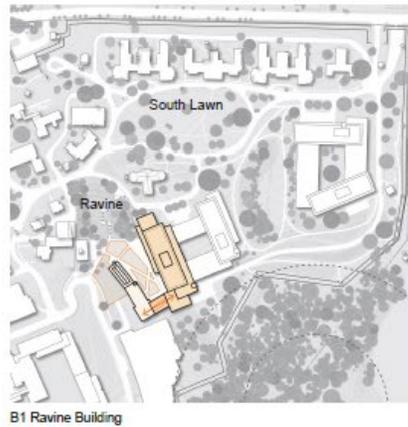
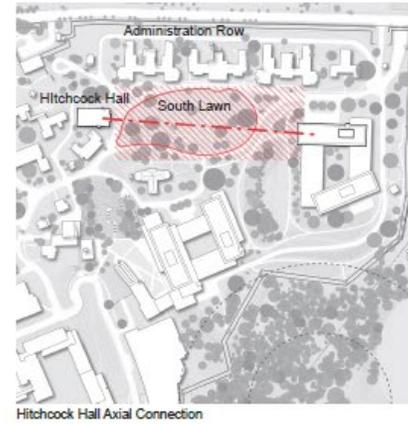
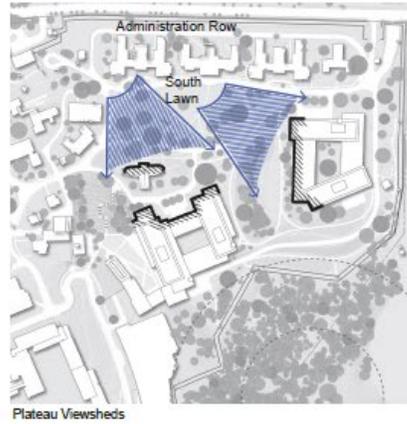
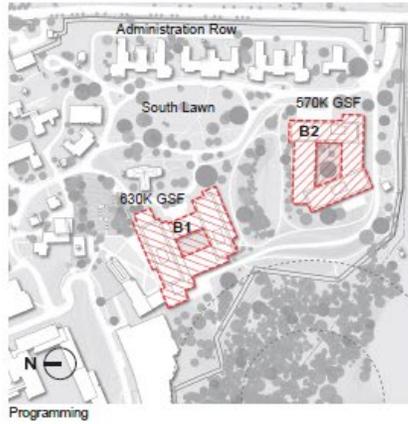


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Master Plan Amendment Site Locations



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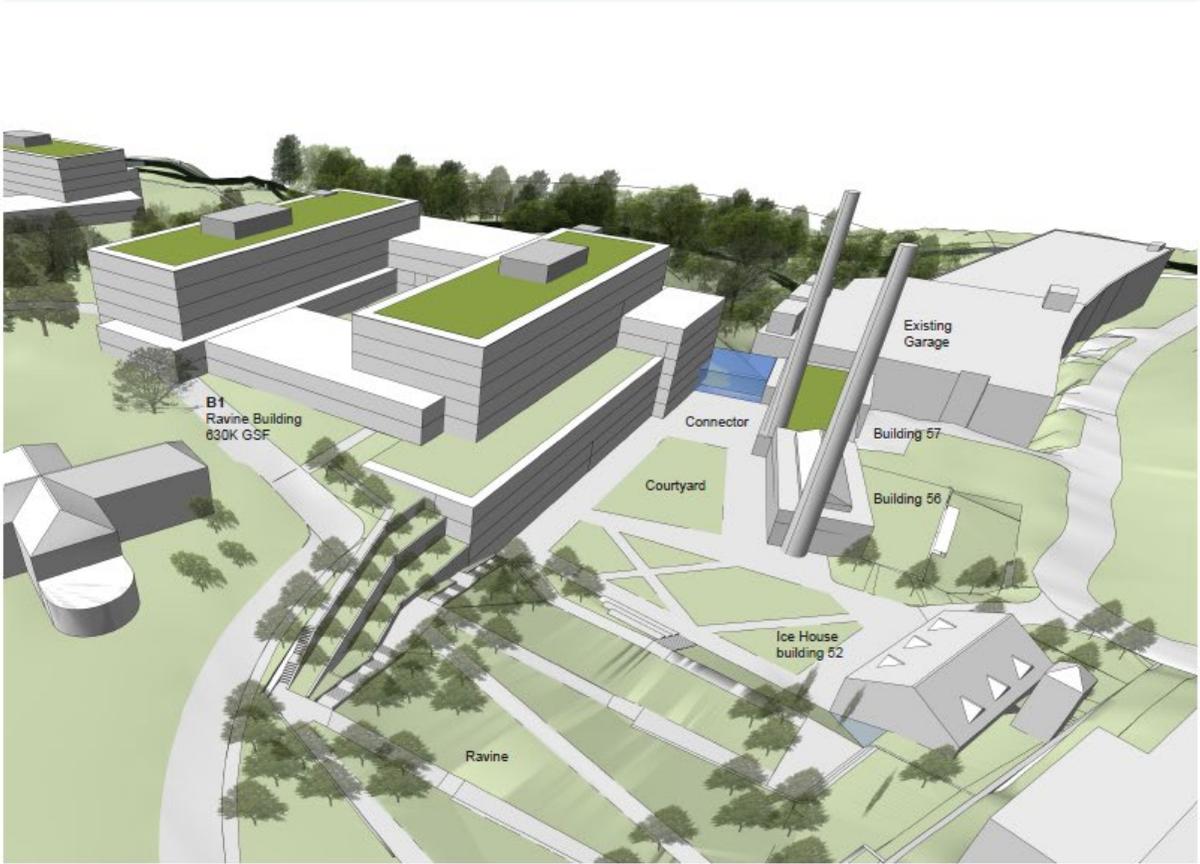
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Design Drivers

DESIGN DRIVERS

- » OPTIMIZE EFFICIENCY AND DAYLIGHT
- » MAXIMIZE BUILDING PERFORMANCE
- » INTEGRATE SUSTAINABILITY GOALS
- » CREATE A SENSE OF IDENTITY
- » IMPROVE SITE DEVELOPMENT AND SOILS STABILIZATION



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Design Drivers

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- » OPTIMIZE EFFICIENCY AND DAYLIGHT
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- » CREATE A SENSE OF IDENTITY
- » IMPROVE SITE DEVELOPMENT AND SOILS STABILIZATION



CISA VISIONING

- » UNIFY CISA UNDER ONE ROOF
- » A MODERN OFFICE ENVIRONMENT THAT ALLOWS FOR FLEXIBILITY AND ADAPTATION
- » INSPIRE COLLABORATION BOTH INTERNALLY AND EXTERNALLY
- » HIGHLIGHT NATURE THROUGH PHYSICAL AND VISUAL CONNECTION
- » OPTIMUM DAYLIGHT INTO THE MAJORITY OF SPACES



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Site Plan Locations



PLATEAU

RAVINE

WOODLAND

Figure 1.1 - Amendment 2 Landscape
Image at lower right: Figure 0.21 - Landscape from the 2008 Master Plan



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Plateau



PLATEAU



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Plateau



PLATEAU



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Woodland



WOODLAND



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Woodland



WOODLAND



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Ravine



RAVINE



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Ravine



RAVINE



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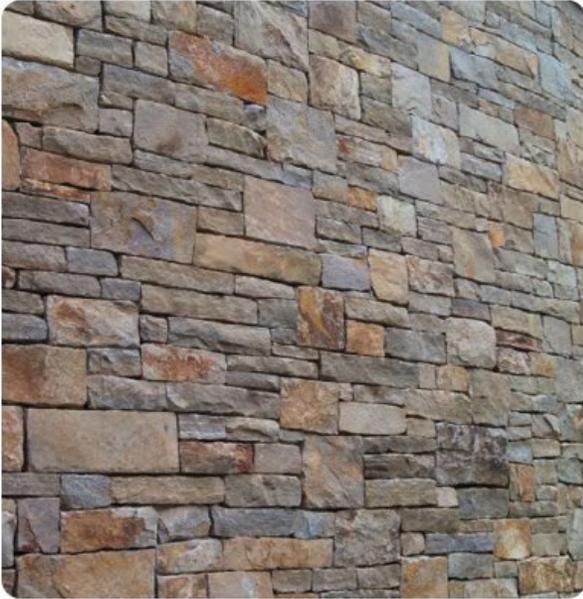
Plateau Woodland Ravine



PLATEAU



WOODLAND



RAVINE

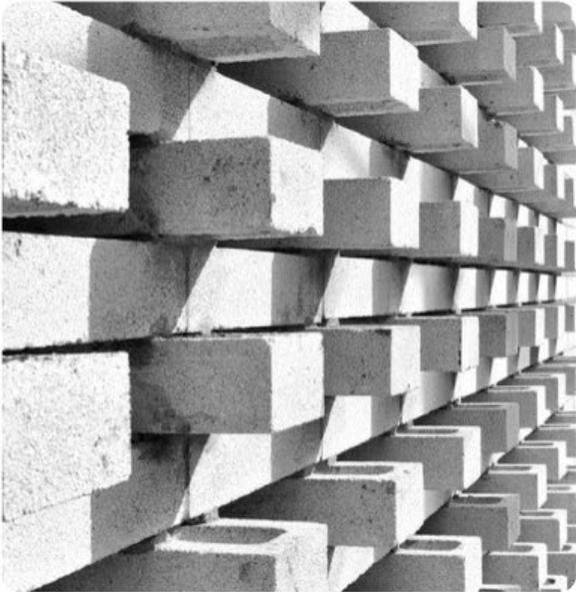


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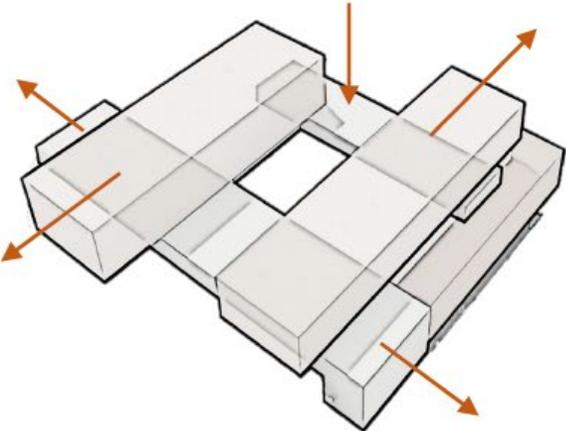
Overlap Stack Shift



OVERLAP



STACK



SHIFT



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Rendering of CISA Building

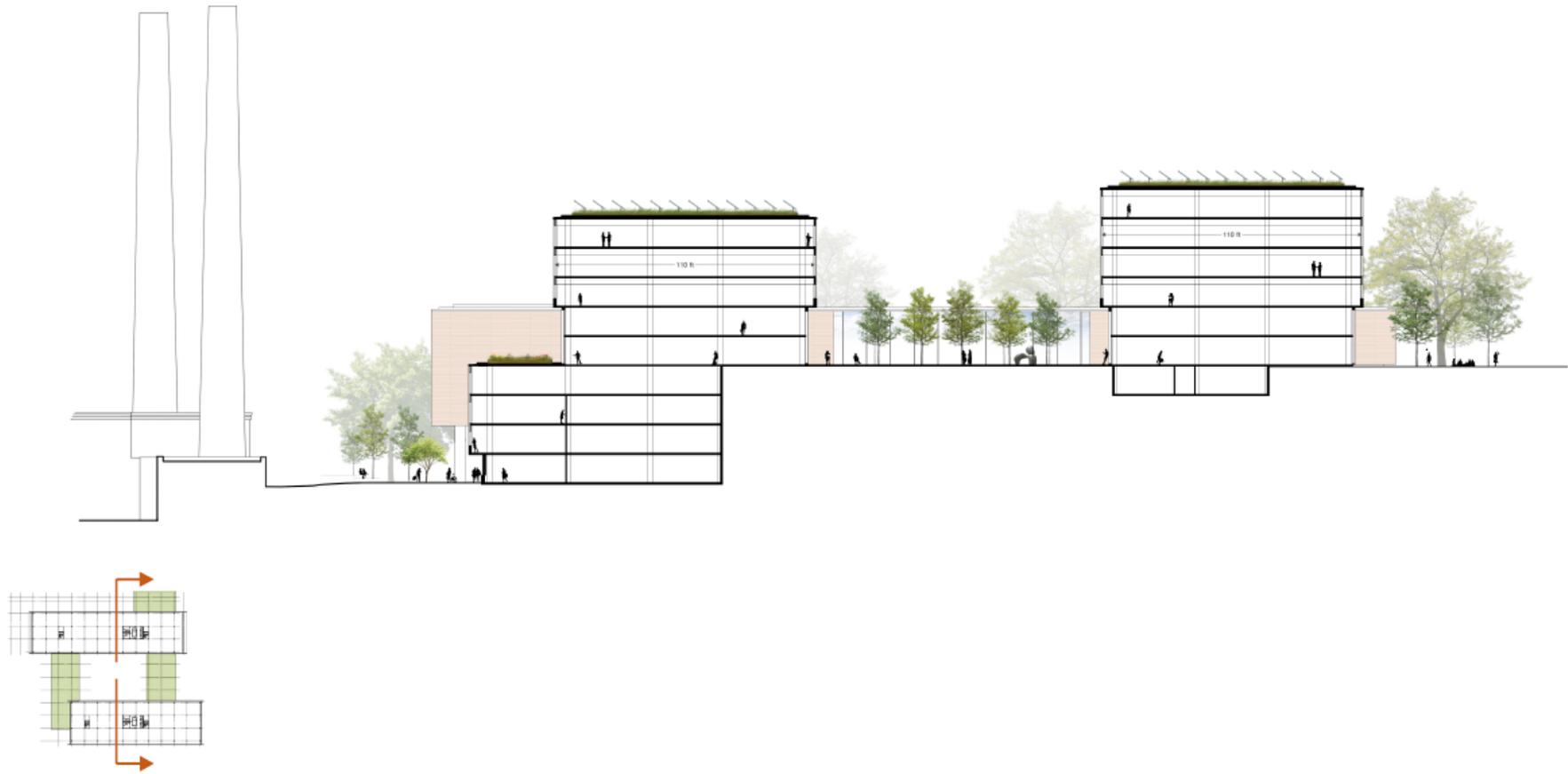


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Section of CISA Building



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Rendering of CISA Building

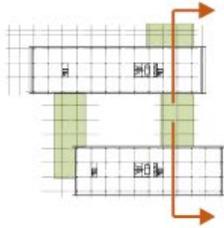
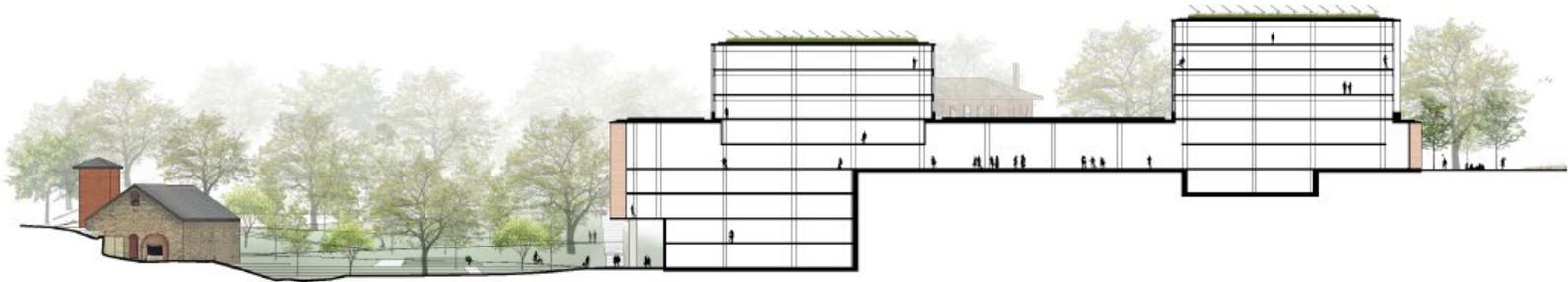


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Section of CISA Building



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Rendering of CISA Building



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Rendering of CISA Building

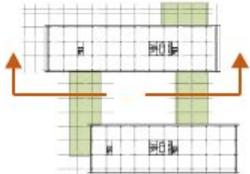


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Section of CISA Building



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Rendering of CISA Building

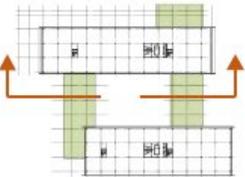
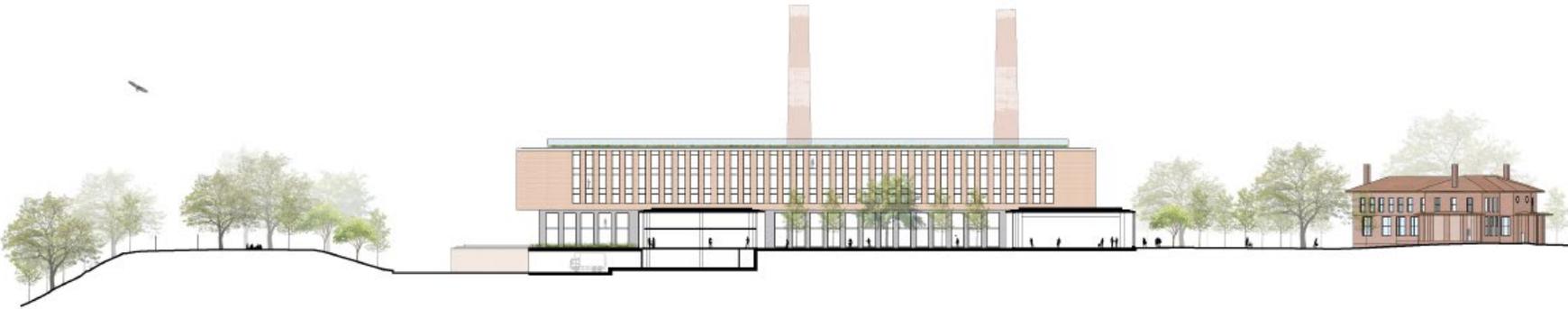


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CISA Building



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Rendering of CISA Building



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Rendering of CISA Building



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Rendering of CISA Building



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Rendering of CISA Building



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Rendering of CISA Building



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Context

CONTEXT



ECO-REGIONS



TOPOGRAPHIC BOWL



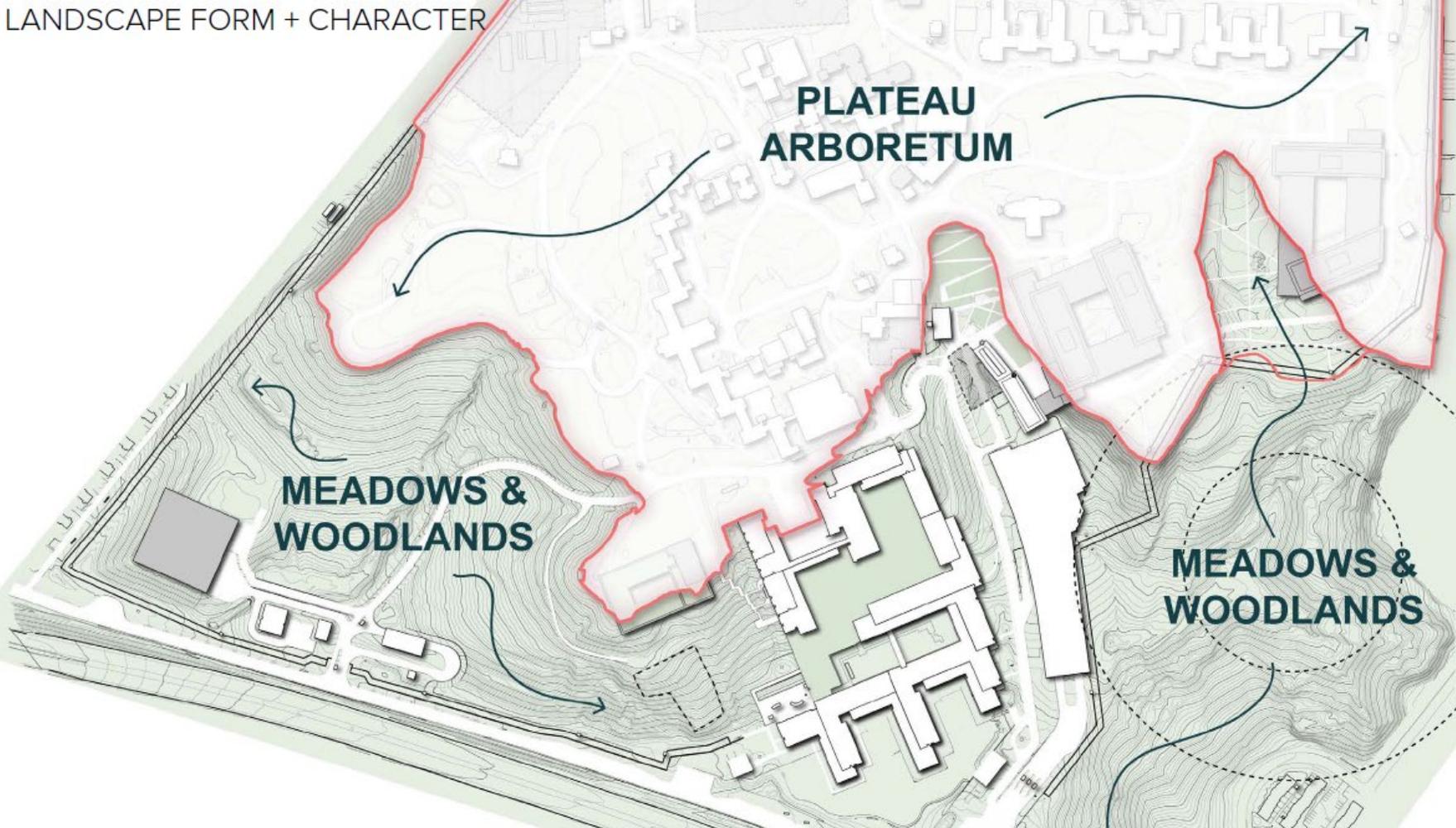
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Landscape Form and Character

LANDSCAPE FORM + CHARACTER



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Site Plan

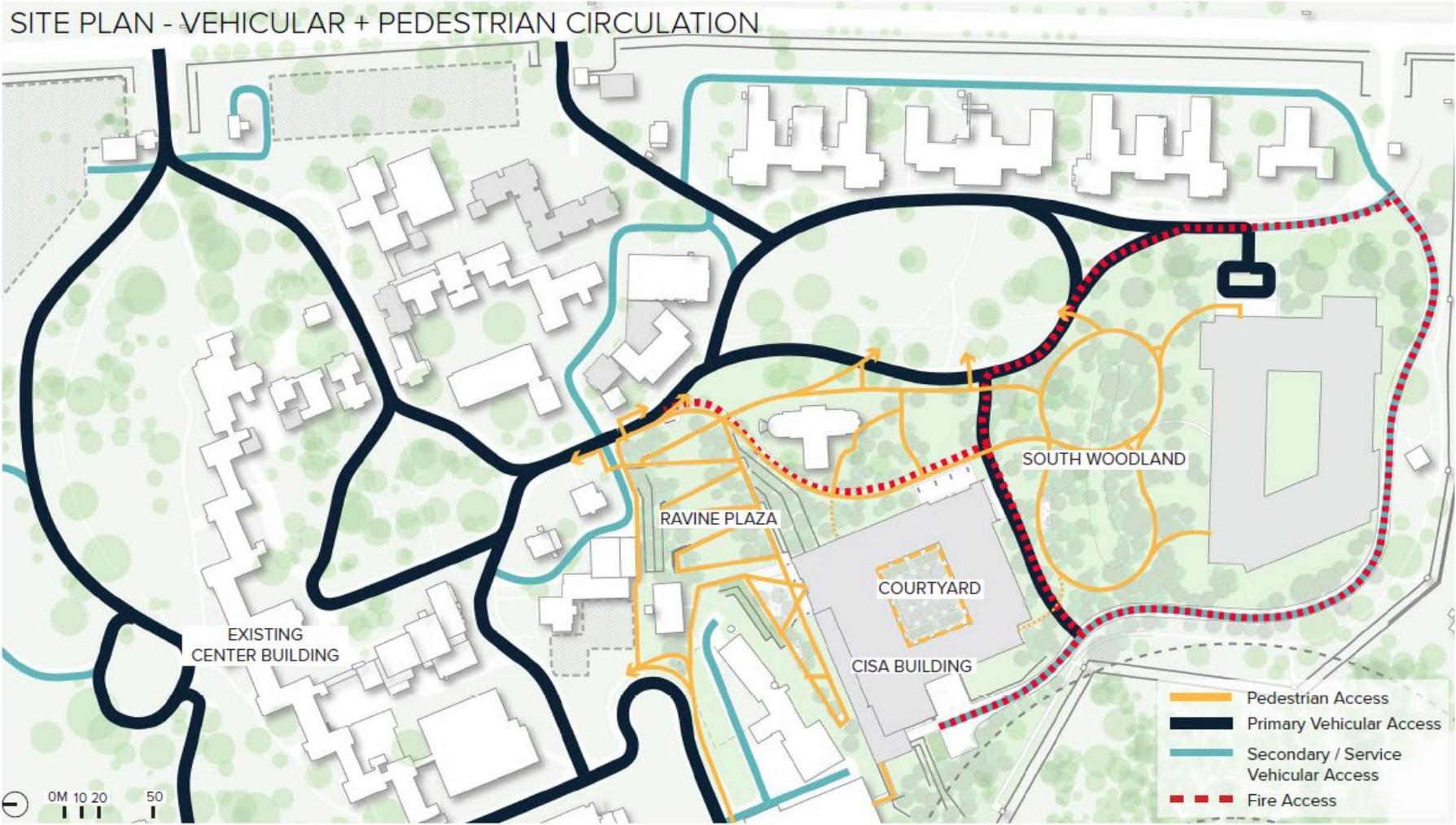


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Site Plan, Vehicular and Pedestrian Circulation



Planting Approach

PLANTING APPROACH

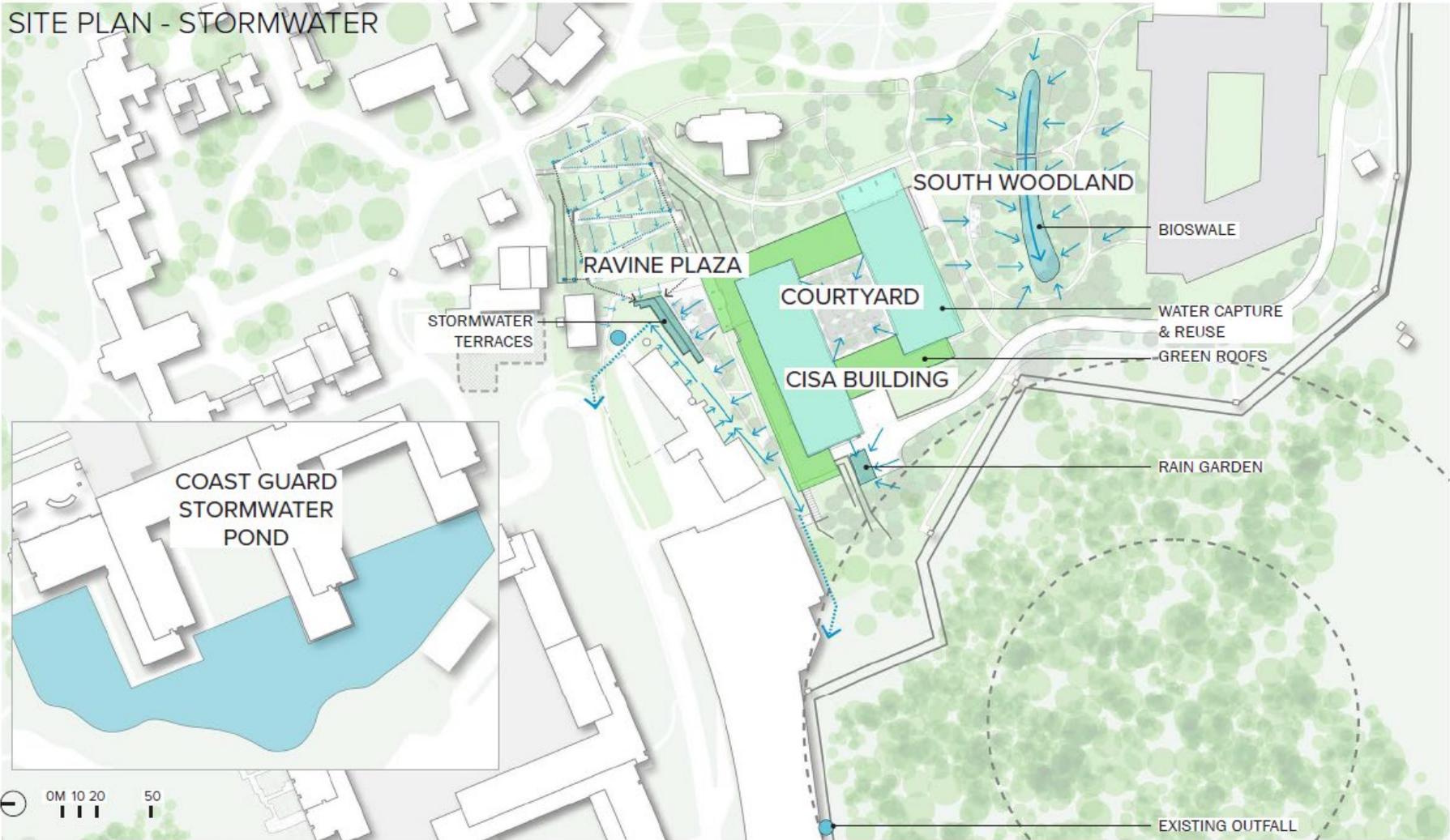


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Site Plan Stormwater



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Ravine Walk and Plaza

RAVINE WALK + PLAZA



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Precedents Ravine Walk and Plaza

PRECEDENTS - RAVINE WALK + PLAZA



LDS CONFERENCE CENTER | SALT LAKE CITY, UTAH



KEY PLAN - N.T.S



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Ravine Walk Section Looking South

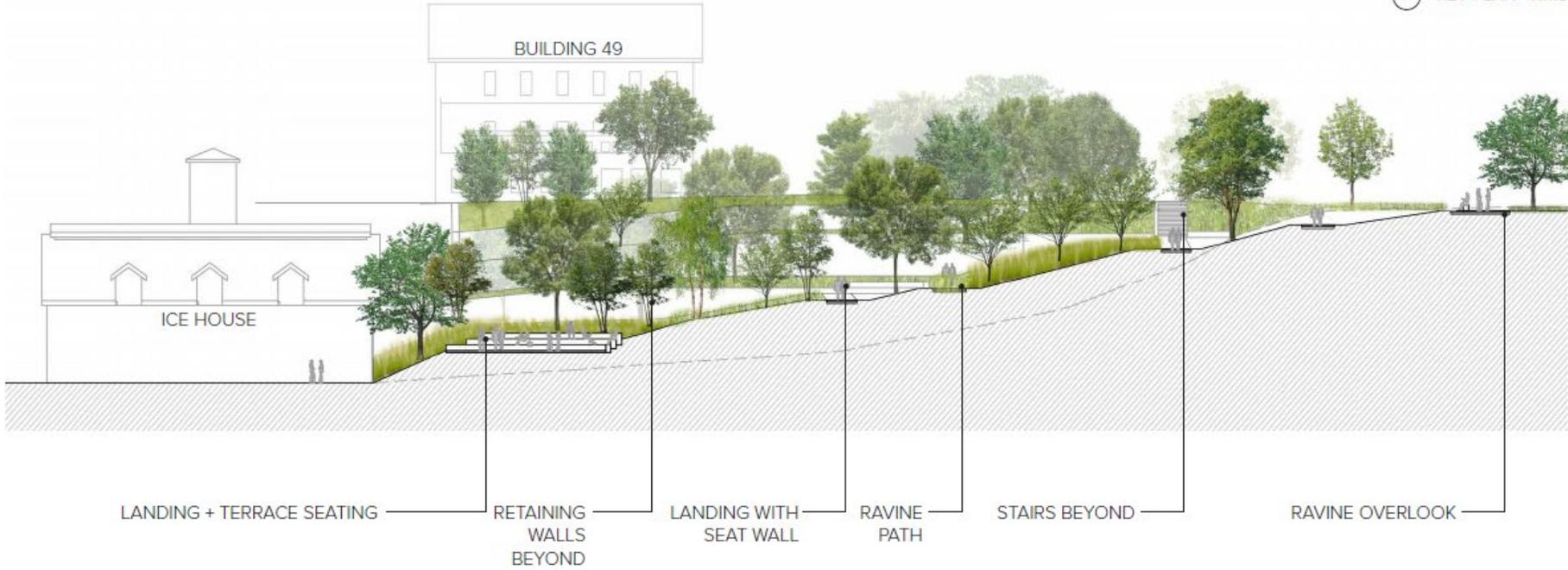
RAVINE WALK - SECTION LOOKING SOUTH



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Ravine Walk Section Looking North

RAVINE WALK - SECTION LOOKING NORTH



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10 m

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Ravine Walk View from North Entry Plaza

RAVINE WALK - VIEW FROM NORTH ENTRY PLAZA



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Ravine Walk View of Seating Area

RAVINE WALK - VIEW OF SEATING AREA



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Ravine Walk View from Ravine Walk

RAVINE WALK - VIEW FROM RAVINE WALK



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Ravine Walk View of Seating Area

RAVINE WALK - VIEW OF SEATING AREA



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Ravine Walk View from Ravine Overlook

RAVINE WALK - VIEW FROM RAVINE OVERLOOK



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Precedents Courtyard

PRECEDENTS - COURTYARD



NOVARTIS COURTYARD | BASEL, SWITZERLAND



FORD FOUNDATION HEADQUARTERS | NEW YORK, NY



KEY PLAN - N.T.S

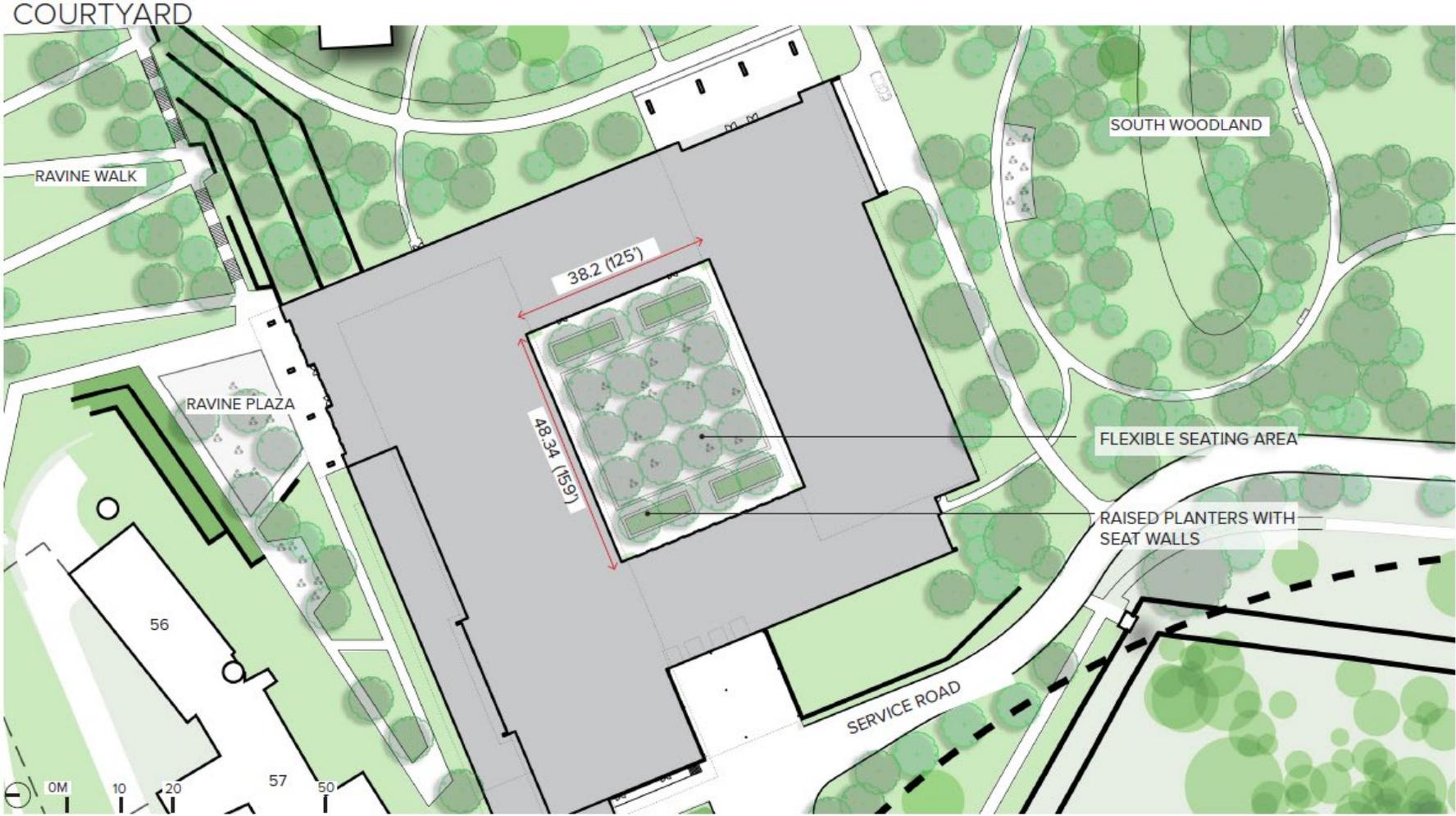


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Courtyard



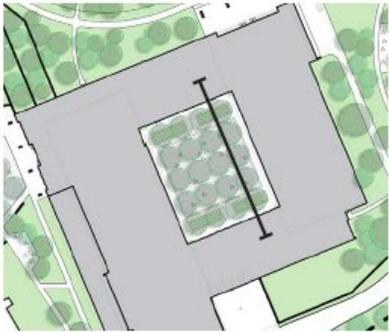
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Courtyard Section

COURTYARD - SECTION



KEY PLAN - N.T.S.



10 m



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Courtyard Rendering

COURTYARD - RENDERING



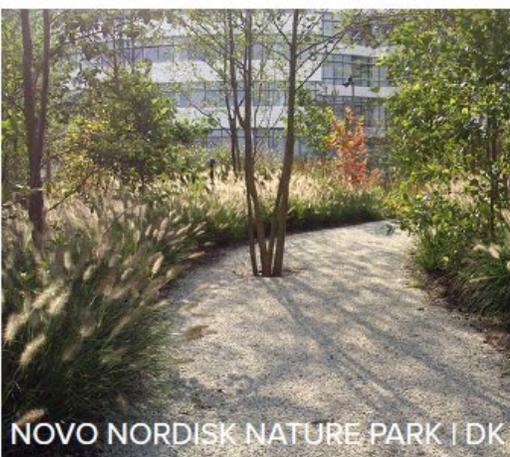
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Precedents Woodland Landscapes

PRECEDENTS - WOODLAND LANDSCAPES



KEY PLAN - N.T.S



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South Woodland

SOUTH WOODLAND

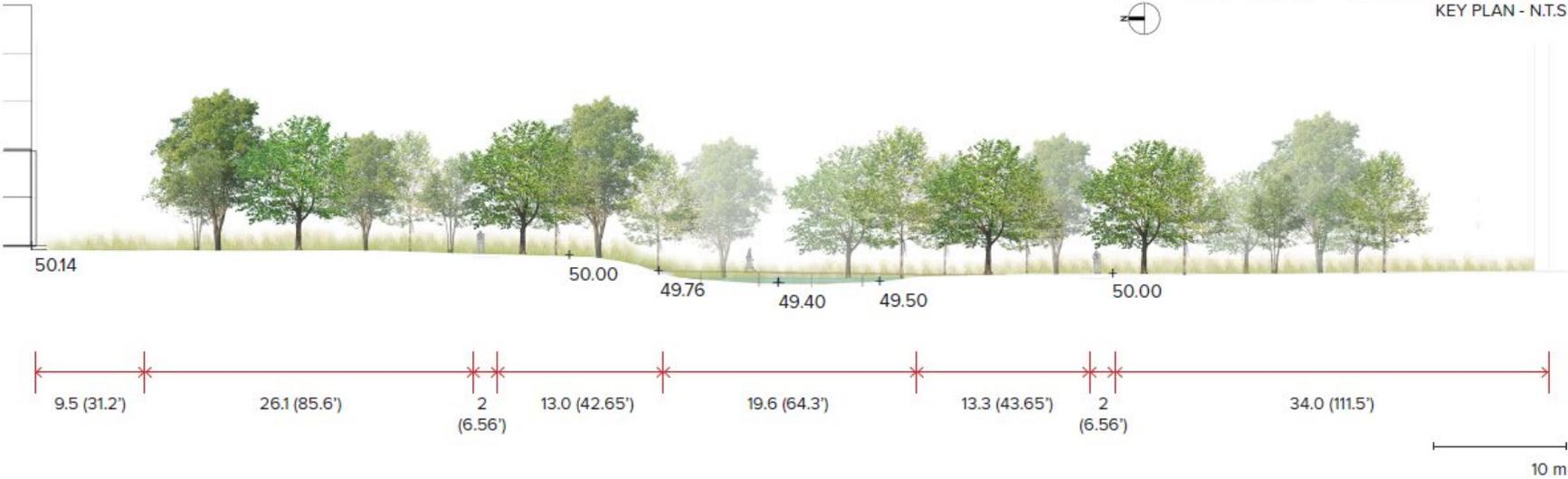


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South Woodland Section Looking East

SOUTH WOODLAND - SECTION LOOKING EAST



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South Woodland Rendering

SOUTH WOODLAND - RENDERING



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Materiality

MATERIALITY



PLANTED WALK | AKRON ART MUSEUM



TEXTURED CONCRETE FACADE | CLYFFORD STILL MUSEUM



EXISTING STONE WALL | CUP PARKING GARAGE



STACKED GABION WALLS | MIT STATA CENTER



SCHIST STONE FACADE



STONE PAVING | U.S. EMBASSY IN LONDON



CONCRETE WALLS | AKRON ART MUSEUM



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U.S. COMMISSION OF FINE ARTS

ESTABLISHED BY CONGRESS 17 MAY 1910

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22 October 2020

Dear Ms. Wright:

In its public meeting of 15 October conducted by videoconference, the Commission of Fine Arts reviewed the concept design for a new ten-story office building on the St. Elizabeths West Campus for the Cybersecurity and Infrastructure Security Agency, part of the U.S. Department of Homeland Security. The Commission approved the concept with the following comments.

The Commission members expressed support for the design, commenting that the building's skillful massing and imaginative siting within the complex topography of the Richardson Quadrangle plateau and the ravine at its northern edge successfully accommodates the 600,000-square-foot program without hiding the building or overpowering the sensitive context of this National Historic Landmark campus. In their discussion, they observed that the new building's modern architectural language corresponds with the recent development on the campus and establishes an appropriate relationship with the adjacent historic industrial buildings. However, they strongly recommended selecting high-quality materials that would give the building a character commensurate with its location and role as a federal facility, and advised against specifying a panelized facade system. They praised the landscape design and its topographic inventiveness, and they suggested that the new walking path within the ravine could have a more curvilinear shape to better relate to the campus's existing walkways and drives; they also asked for more information on the proposed character for the meadow areas within the ravine. Finally, they commented that the exemplary research informing the rich, contextual material palette shared by the landscape and building should serve as a model for future projects on this historic campus.

For its next review, the Commission requested axonometric plans illustrating the relationships between the building's interiors and the related exterior landscape, as well as drawings of the building facades facing the courtyard. As always, the staff is available to assist you with the next submission.

Sincerely,



Thomas E. Luebke, FAIA
Secretary

Mina Wright, Director
Office of Planning & Design Quality
General Services Administration, National Capital Region
1800 F Street, NW, Suite 4400
Washington, DC 20405

cc: Toby Hasselgren, ZGF
Hallie Boyce, OLIN