

Executive Director's Recommendation

Commission Meeting: June 1, 2017

PROJECT Carpegie Library F

Carnegie Library Rehabilitation 801 K Street, NW Washington, DC

SUBMITTED BY Events DC of the District of Columbia

REVIEW AUTHORITY District Projects in the Central Area per 40 U.S.C. § 8722(b)(1) and (e) NCPC FILE NUMBER 7532

NCPC MAP FILE NUMBER 21.00(38.00)44553

APPLICANT'S REQUEST Approval of comments on concept design

PROPOSED ACTION Approve comments on concept design

ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

Events DC is proposing to rehabilitate the Carnegie Library, located at 801 K Street, NW, on Mount Vernon Square in Washington, DC, and is requesting comments on the concept design. Events DC, an independent instrumentality of the District of Columbia, holds administrative jurisdiction over the Carnegie Library, while Mount Vernon Square (Reservation 8) remains federally owned but administered by the District of Columbia. Currently, Events DC retains office space in the Carnegie Library and uses the public space for events. The other tenant is the Historical Society of Washington (HSW) which operates its research library, exhibit galleries, and administrative offices in the building. The building features three full stories in addition to three habitable mezzanines and a sub-basement. The building has a gross area of 51,000 square feet, with a footprint of 17,000 square feet in Mount Vernon Square.

The concept design presents an opportunity to rehabilitate and modernize the Carnegie Library building to accommodate a new retail and additional education uses. The expected tenant is Apple. The building will be leased jointly by the HSW, which will continue to operate its current functions, and Apple, which will operate a retail, events, and education facility in the building. As proposed in the concept, the project is comprised of the following components:

- Restoration of the building exterior, including repair and cleaning of the exterior stone, repair or replacement of windows and skylights, repair of the copper roof cladding, and removal of a non-historic clerestory addition;
- Rehabilitation of the building interior, including removal of non-original infill construction throughout the building, insertion of a central atrium space, upgrade or replacement of the MEP systems, and restoration of certain original features; and a
- Reconfiguration of the north entrance, stairs, and landing.

• While the project is generally limited to the building itself, minor alterations may be made to the site hardscape elements to comply with accessibility and other code requirements, as well as some new perennial and shrub plantings.

KEY INFORMATION

- Constructed between 1899-1902, with funds provided by philanthropist Andrew Carnegie, the Carnegie Library was listed in the District of Columbia Inventory of Sites in 1964 and the National Register of Historic Places in 1969 as the Central Public Library. The nomination recognized the building's significance as one of the many buildings given to American cities by Mr. Carnegie to promote the library systems. It also reflects the growth of the DC Public Library system from humble beginnings to an imposing Beaux Arts edifice on Mount Vernon Square. Mount Vernon Square is a contributing resource to the Plan of the City of Washington (L'Enfant Plan and McMillian Plan).
- The Commission is the lead agency for compliance with the National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA). The Environmental Assessment evaluating the no action and other action alternatives will be released in summer 2017 for public comment. NCPC has initiated the Section 106 process and held the first Consultation Meeting with consulting parties on May 17, 2016. An assessment of effects report for Section 106 will be released as the consultation moves forward.
- Staff is including a description of the interior rehabilitation work because these elements are part of the Section 106 review for which NCPC is responsible, and to fully describe the scope of the project. However, the staff recommendation is primarily limited to the building exterior and setting.

RECOMMENDATION

The Commission:

Supports Events DC's vision to rehabilitate and modernize the Carnegie Library to provide a new retail use and enhanced educational opportunities for the public.

Notes that Events DC's concept plan requires balancing historic preservation, planning, and design considerations. The Commission offers the following comments on the project:

Exterior and Site Design

Notes that the exterior rehabilitation work will provide needed attention to maintaining the original and historic character-defining features of this National Register listed property. Staff does not anticipate any of the proposed exterior work to the building resulting in an adverse effect under Section 106, as the approach is in keeping with the Secretary of the Interior Standards for Rehabilitation, which encourages retaining historic fabric when possible, or replacing it with inkind materials, when demonstrated as needed. The changes to the north elevation are impacting an area that has already been altered and modified, and include removing non-historic elements (stairs and awning), while correcting changes to the windows that resulted in the alteration.

Requests that Events DC explore opportunities for additional landscaping design and pedestrian amenities in Mount Vernon Square, and opportunities for better access to the Square, as part of the evaluation of alternatives in the NEPA and Section 106 process.

Requests Events DC provide further information on exterior lighting changes and signage as the project evolves and design coordination occurs.

Historic Preservation/Environmental Considerations

Notes that the Commission through the Section 106 process and in consultation with the District of Columbia State Historic Preservation Office, Events DC, and consulting parties will make a determination as to whether the project will have adverse effects on the Carnegie Library. If so, the Commission will execute a memorandum of agreement to resolve those effects.

Notes that while potential adverse effects remain to be determined through the Section 106 process, the concept plan respects the historic significance of the Carnegie Library while accommodating new retail and educational uses within the library.

Notes the Environmental Assessment for the NEPA process will analyze and evaluate topic areas including pedestrian access, transportation, historic resources, landscape and site improvements, hazardous materials, land use, public space, utilities, and energy.

PROJECT REVIEW TIMELINE

Preliminary Review
Final Review

The analysis below is organized by the proposed improvements to the building exterior, building interior, and site. In order to rehabilitate and modernize the Carnegie Library as an adaptive use for retail and increased events and educational programming opportunities, modifications to the building require altering original features, primarily of the interior of the building. Staff is recommending the Commission note that Events DC's concept plan requires balancing historic preservation, planning, and design considerations and offers the comments describe below on the project.

Building Exterior

The design of the building reflects a Beaux-Arts style, which became fashionable at the end of the 19thcentury and into the early 20th century, particularly for community landmark buildings, such as city halls, courthouses, and libraries. While the primary façade on the south side of the building has mostly retained its historic appearance and character-defining features, the north elevation was altered in 1980 with the addition of a new entrance and a set of paired, curving stairs, as the building was occupied by the University of the District of Columbia. In 2003, as the building was converted to use as the Museum of the City of Washington, an awning was added over the entrance. In addition, a clerestory extension was added to the roof.

Under the concept proposal, the north elevation's non-original stair and awning will be removed, and replaced with a new open stair that that improves access to the building. The windows on this elevation that were modified during the UDC and HSW rehabilitation projects will be replaced and retrofitted. The remaining exterior of the building will receive a full restoration, following the Secretary of the Interior's Standards for Rehabilitation as much as possible, which will include repair and cleaning of the exterior stone, repair and retrofit of the original wood windows, repair and retrofit of the original skylight frames, and repair of the copper roof cladding. The 2003 clerestory addition will be removed from the roof. While the building has been occupied intermittently since the Central Library functions were moved to the Martin Luther King, Jr. Library in 1971, exterior features and detailing have suffered due to lack of maintenance and appropriate repairs. The rehabilitation proposed under this concept plan will provide much needed attention to maintaining the original and historic character-defining features of this National Register listed property.

Staff does not anticipate any of the proposed exterior work to the building will result in an adverse effect under Section 106, as the approach is in keeping with the Secretary of the Interior Standards for Rehabilitation, which encourages retaining historic fabric when possible, or replacing it with in-kind materials, when needs so demonstrate. The changes to the north elevation are impacting an area that has already been altered and modified, and include removing non-historic elements (stairs and awning), while correcting changes to the windows that resulted in the alteration.

Building Interior

As noted above, the Carnegie Library is listed on the National Register of Historic Places and the District of Columbia Inventory of Historic Sites. While not under the review purview of the

National Capital Planning Commission, the concept plan does include proposed alterations to the interior that have the potential to result in adverse effects under Section 106. Through the Section 106 process, staff will evaluate effects on the interior, in consultation with the consulting parties, including the DC State Historic Preservation Office and the Commission of Fine Arts. As proposed, the interior of the building will be rehabilitated, including the removal of non-original infill construction throughout the building, primarily dating from the 2003 City Museum rehabilitation. The 2003 interior alterations included the enclosure of the central atrium with a museum gallery, offices, and a clerestory extension with hipped roof.

Under the current concept proposal, this alteration will be removed, creating a central, sky lit atrium space. The new atrium will be enclosed with a flat skylight, positioned below the existing roof line, so not to be visible from the surrounding streetscape. Additionally, the MEP and other systems will be updated or replaced throughout the building. The appropriateness of the proposed atrium, as well as its materiality and detailing, and its potential to result in an adverse effect determination for Section 106 purposes, will be a significant discussion point during the Section 106 consultation process.

Site

As stated previously, while the concept proposal is generally limited to the building itself, minor alterations may be made to the hardscape elements to provide increased compliance with accessibility and other code requirements. The applicant is looking at modifying the plaza adjacent to the south elevation by adding two steps at both the upper and lower stairs, as well as decreasing the slope from 5% to 2% in the plaza area between the stairs. In addition, new perennial and shrub plantings are proposed around the Carnegie Library itself, as well as areas for potential storm water management plantings. Staff recommends that the Commission support the proposed site improvements to provide more accessibility, and request that Events DC explore opportunities for additional landscaping design and pedestrian amenities in Mount Vernon Square, and opportunities for better access to the Square, as part of the evaluation of alternatives in the NEPA and Section 106 process.

Lighting and Signage

The concept proposal does not provide information on changes to the current exterior lighting of the building, or any new signage for the new retail use. At early coordination meetings, the representative from Apple indicated the proposed signage will be minimal, including possibly one banner and attached wall sign with the Apple logo. Staff recommends that the Commission require the applicant to provide further information on exterior lighting changes and signage as the project evolves, prior to review for preliminary and final.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

The rehabilitation and modernization of the Carnegie Library is consistent with policies in the Federal Elements of the *Comprehensive Plan for the National Capital*.

National Historic Preservation Act

NCPC is the lead federal agency responsible for compliance with Section 106 of the National Historic Preservation Act. NCPC initiated consultation with the District of Columbia State Historic Preservation Office (DC SHPO) on April 21, 2017. In consultation with the DC SHPO and other consulting parties, NCPC identified an area of potential effects (APE) and the historic properties located in the APE.

NCPC hosted Section 106 consulting parties meetings in May 17, 2017. The participants were mostly supportive of the proposed concept design for the rehabilitation of the Carnegie Library, with discussion including the initial assessment of effects on some of the proposed alterations, including the changes to the north elevation, and the insertion of a new interior atrium. The next consultation meeting, in late June or early July, 2017, will provide an opportunity for further discussion of the assessment of effects by consulting parties.

National Environmental Policy Act

NCPC is the lead agency responsible for compliance with the National Environmental Policy Act. NCPC is preparing an Environmental Assessment to analyze a range of alternatives including several action and a no action alternative. On April 25, 2017, NCPC announced the start of the public scoping period for the preparation of an Environmental Assessment. On May 9, 2017, NCPC hosted a scoping meeting to present the alternatives under consideration and solicit comments from interested members of the public and other agencies. Topic areas that will be evaluated in the EA include pedestrian access, transportation, historic resources, landscape and site improvements, hazardous materials, land use, public space, utilities, and energy. The public scoping period will end on May 23, 2017. NCPC anticipates releasing the EA for public comment in June 2017.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its May 10, 2017 meeting. The Committee forwarded the proposal to the Commission with the statement that it has been coordinated with all participating agencies except the District of Columbia State Historic Preservation Office (SHPO),

noting that although likely to support much of the proposed work, they do not yet have enough detailed information to make a determination of effect for Section 106 purposes. In addition, consulting parties have not yet had an opportunity to review and comment on the project and they must consider those views as part of the review process. The participating agencies were: NCPC; the District of Columbia Office of Planning; the District of Columbia Department of Transportation, the General Services Administration; the District of Columbia State Historic Preservation Office; the National Park Service and the Washington Metropolitan Area Transit Authority. The District of Columbia State Historic Preservation Office noted that coordination is contingent upon the development of a MOA.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviewed the project and approved the concept design at the May 18, 2017 meeting, with the recommendation that Events DC work with the National Park Service, and their tenant, Apple, to explore opportunities to provide improved landscaping design to Mount Vernon Square, to compliment the rehabilitation of the Carnegie Library.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Submission Package
- NEPA/106 Documents or Letters

Prepared by Lee Webb 05/15/2017

LETTERS OF SUPPORT (ATTACHED) POWERPOINT (ATTACHED)



May 22, 2017

VIA EMAIL: andrew.lewis@dc.gov

Marnique Heath, AIA, Chair D.C. Historic Preservation Review Board c/o Andrew Lewis D.C. Historic Preservation Office 1100 Fourth Street, SW, Suite E650 Washington, DC 20024

RE: Carnegie Library (Central Public Library), 801 K Street NW, HPA 17-415, Rehabilitation and Exterior Restoration

Dear Chairman Heath:

On behalf of the ownership of City Vista Retail-EDENS, I am writing to express support for the rehabilitation of the Carnegie Library at Mount Vernon Square by Apple Inc. The proposed project represents an opportunity to restore this landmark building and ensure its legacy for another century. We recognize that the proposed use, as an Apple Global Flagship store, will promote public access to this building and allow the Historical Society of Washington, D.C. to remain a partner in its use and stewardship.

Additionally, my organization supports the proposal recognizing Apple as an innovator of retail and a global leader in curating vibrant design and experiences. The reimagining of the Carnegie Library will serve to enrich the surrounding community as a gathering place of ideas and innovation; attracting visitors and customers far beyond a traditional retail concept.

We applaud EventsDC, Apple, and the Historical Society for honoring the outstanding significance that the Carnegie Library conveys to the architectural and historical legacy of the District of Columbia. Thank you for the opportunity to comment on this project.

Best Regards,

Gregory Carbone, CCIM, CPM Vice President EDENS

CC: Mayor Muriel Bowser: <u>eoni@dc.gov</u> Jack Evans, Ward 2 Councilmember: jevans@dccouncil.us David Maloney, State Historic Preservation Officer: <u>david.maloney@dc.gov</u> Preston Bryant, Jr., Chair, NCPC: <u>pbryant@mwcllc.com</u> Marcel Acosta, Executive Director, NCPC: <u>Marcel.acosta@ncpc.gov</u> Lee Webb, Historic Prescrvation Specialist, NCPC: <u>lee.webb@ncpc.gov</u> Thomas Luebke, FAIA, US Commission of Fine Arts: <u>tluebke@cfa.gov</u> Greg Odell, President and CEO, Events DC: <u>godell@eventsdc.com</u> Aracibo Quintana, Retail Real Estate and Development, Apple: <u>aracibo_quintana@apple.com</u> Colleen Gans, Legal Counsel – Real Estate, Apple: <u>colleen_gans@apple.com</u>



May 15, 2017

Marnique Heath, AIA, Chair D.C. Historic Preservation Review Board c/o Andrew Lewis D.C. Historic Preservation Office 1100 Fourth Street, SW, Suite E650 Washington, DC 20024

RE: Carnegie Library (Central Public Library), 801 K Street NW, HPA 17-415, Rehabilitation and Exterior Restoration

Dear Chairman Heath:

On behalf of the DowntownDC Business Improvement District (DowntownDC), I am writing to express support for the rehabilitation of the Carnegie Library at Mount Vernon Square, an effort that will result in a global flagship store in the historic Carnegie Library and establish a new, global retail destination for Washington DC. This project represents an opportunity to restore this landmark building and ensure its legacy for another century. We recognize that the proposed use, as an Apple Global Flagship store, will promote public access to this building and allow the Historical Society of Washington, D.C. to remain a partner in its use and stewardship.

This flagship store will serve as an important anchor and retail catalyst for many of the existing 835 retailers in downtown DC, will support the Walter E. Washington Convention Center and its over 1 million annual attendees, and will add a new destination for the growing local residential and consumer communities that exist within our business district.

We applaud EventsDC, Apple, and the Historical Society for honoring the outstanding significance that the Carnegie Library conveys to the architectural and historical legacy of the District of Columbia. Thank you for the opportunity to comment on this project.

Best Regards,

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Neil Albert

CC: Mayor Muriel Bowser Jack Evans, Ward 2 Councilmember David Maloney, State Historic Preservation Officer Marcel Acosta, Executive Director, NCPC

DowntownBusinessImprovementDistrictCorporation1250HStreetNW,Suite1000,Washington,D.C.20005phone(202)638-3232fax(202)661-7599webdowntowndc.orgsocialmedia@downtowndcbid

Lee Webb, Historic Preservation Specialist, NCPC Thomas Luebke, FAIA, US Commission of Fine Arts Greg Odell, President and CEO, Events DC Aracibo Quintana, Retail Real Estate and Development, Apple Colleen Gans, Legal Counsel – Real Estate, Apple



May 17, 2017

VIA EMAIL: andrew.lewis@dc.gov

Marnique Heath, AIA, Chair D.C. Historic Preservation Review Board c/o Andrew Lewis D.C. Historic Preservation Office 1100 Fourth Street, SW, Suite E650 Washington, DC 20024

RE: Carnegie Library (Central Public Library), 801 K Street NW, HPA 17-415, Rehabilitation and Exterior Restoration

Dear Chairman Heath:

As a long-time property owner in the Mount Vernon Triangle neighborhood, I am writing to express support for the rehabilitation of the Carnegie Library at Mount Vernon Square by Apple Inc. The proposed project represents a singular opportunity to restore this treasured landmark building and ensure its legacy for another generation. We understand that the proposed use, as an Apple Global Flagship store, will be designed to encourage public use of the building and allow the Historical Society of Washington, D.C. to remain a partner in its use and on-going stewardship.

Renovation of this historically significant building in the manner in which Apple intends is entirely consistent with Major L'Enfant's vision for our City to utilize monumental architecture to create public, communal spaces for all. Indeed, Apple's plan will be transformative as it converts a previously quiet space into an active, vibrant meeting place and key transition point for pedestrians as they move to any of the adjoining neighborhoods.

We commend EventsDC, Apple, and the Historical Society for recognizing the Carnegie Library as a significant architectural and historical landmark in our City and highlighting the unique opportunity we have before us to leverage this asset for the greater benefit of all residents of our Nation's Capital. Thank you for the opportunity to add our voice in support of this distinctive project.

Best Regards,

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Berkeley M. Shervin President

CC: Mayor Muriel Bowser: <u>eom@dc.gov</u> Jack Evans, Ward 2 Councilmember: <u>jevans@dccouncil.us</u> David Maloney, State Historic Preservation Officer: <u>david.maloney@dc.gov</u> Preston Bryant, Jr., Chair, NCPC: <u>pbryant@mwcllc.com</u> Marcel Acosta, Executive Director, NCPC: <u>Marcel.acosta@ncpc.gov</u> Lee Webb, Historic Preservation Specialist, NCPC: Lee.webb@ncpc.gov Thomas Luebke, FAIA, US Commission of Fine Arts: <u>tluebke@cfa.gov</u> Greg Odell, President and CEO, Events DC: <u>godell@eventsdc.com</u> Aracibo Quintana, Retail Real Estate and Development, Apple: <u>aracibo_quintana@apple.com</u> Colleen Gans, Legal Counsel – Real Estate, Apple: <u>colleen_gans@apple.com</u>



May 18, 2017

via electronic mail to andrew.lewis@dc.gov

Marnique Heath, AIA, Chair DC Historic Preservation Review Board c/o Andrew Lewis DC Historic Preservation Office 1100 Fourth Street SW, Suite E650 Washington, DC 20024

RE: Carnegie Library (Central Public Library), 801 K Street NW, HPA 17-415, Rehabilitation and Exterior Restoration

Dear Chairman Heath:

On behalf of the Mount Vernon Triangle Community Improvement District (MVT CID), we are writing to express support for the rehabilitation of the historic Carnegie Library at Mount Vernon Square by Apple Inc. The proposed project represents an opportunity to restore this landmark building and ensure its legacy for another century. The MVT CID recognizes that the proposed use, as an Apple Global Flagship store, will promote public access to this building and allow the Historical Society of Washington, DC to remain a partner in its use and stewardship.

Rehabilitation of the Carnegie Library in support of Apple's tenancy will result in an important new amenity to the Mount Vernon Triangle community, attracting thousands of visitors who will be steps away from the approximately60 restaurants and retailers in the MVT CID. The project will also serve to create even stronger connections among the Mount Vernon Triangle, East End of Downtown and Shaw neighborhoods, further strengthen the retail growth and business opportunities that are flourishing at the center of our vibrant city. This will add an exciting new destination for the growing local residential and consumer communities that exist within our community.

What's more, the building's current tenant, the Historical Society of Washington, DC, will benefit from both the added exposure that Apple's tenancy will generate in addition to building-wide infrastructure upgrades (funded by Apple) that will update the Historical Society's space to museum-level standards. This will ensure that the Historical Society's operations are sustained, and that its collections are preserved, so that the District's rich cultural history can continue to be enjoyed for many years to come.

The MVT CID especially appreciates Apple's proactive outreach to solicit our feedback throughout this process. If given the opportunity, we have every reason to believe that Apple will be a credible, dependable and reliable partner who will contribute greatly toward the transformation of this shared community resource.

Page 2 MVT CID Letter in Support of Carnegie Library Rehabilitation

We applaud EventsDC, Apple and the Historical Society for honoring the special significance that the Carnegie Library conveys to the architectural and historical legacy of the District of Columbia.

Thank you for the opportunity to comment on this project.

Best Regards,

Berkeley M. Shervin Chairman Board of Directors

CC:

Dr. Ivory A. Toldson Vice Chairman Board of Directors

Mayor Muriel Bowser Jack Evans, Ward 2 Councilmember David Maloney, State Historic Preservation Officer Preston Bryant, Jr., Chair, NCPC Marcel Acosta, Executive Director, NCPC Lee Webb, Historic Preservation Specialist, NCPC Thomas Luebke, FAIA, US Commission of Fine Arts Greg Odell, President and CEO, Events DC Aracibo Quintana, Retail Real Estate and Development, Apple Colleen Gans, Legal Counsel – Real Estate, Apple



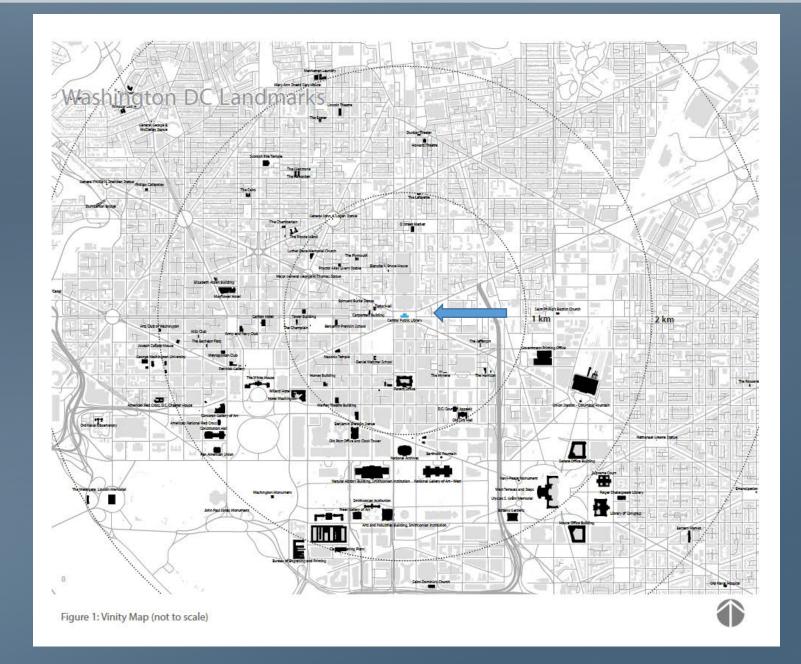
NCPC File #: 7532 Carnegie Library 801 K Street, NW Washington, DC

Events DC of the District of Columbia

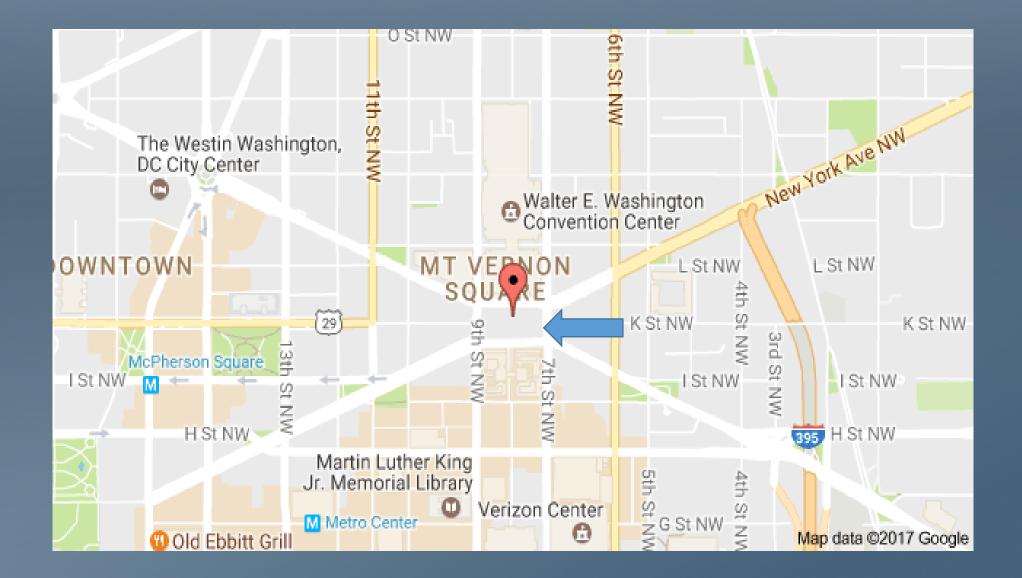
Comments on Concept Plan



Site Location

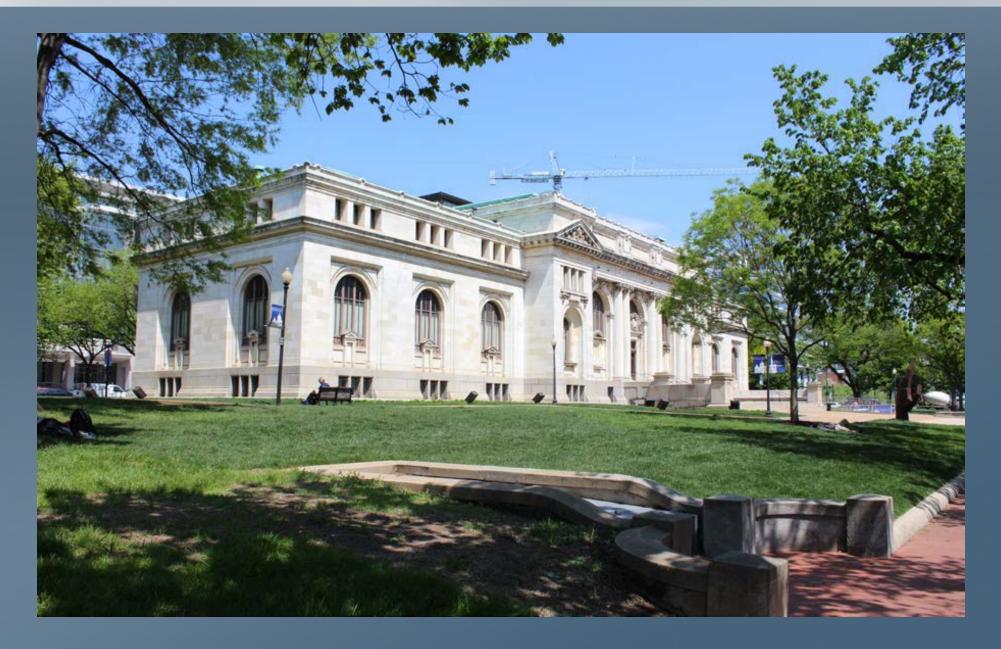








Current South Elevation



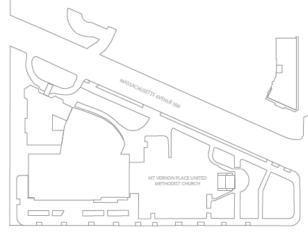


Current North Elevation

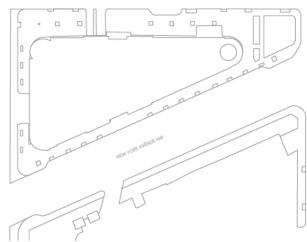


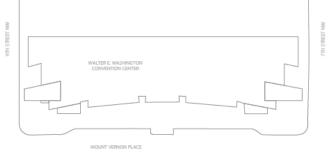


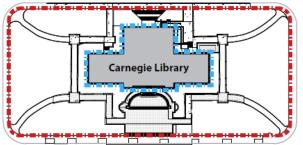
PROJECT DRAWINGS



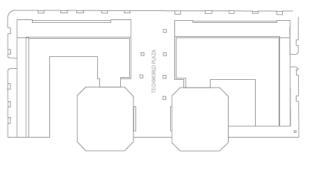


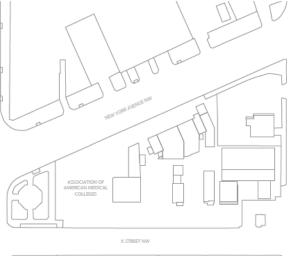














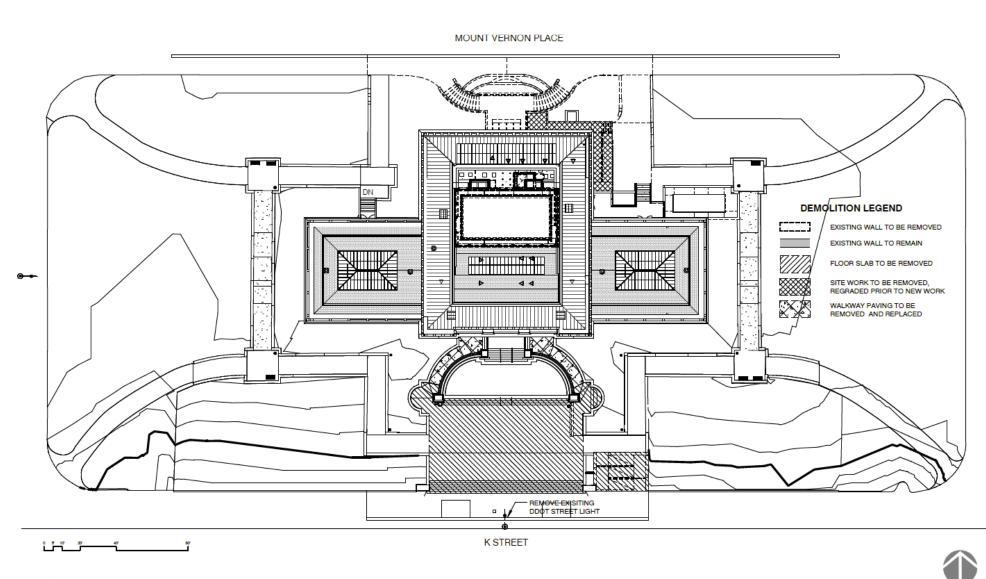
Property Line Mount Vernon Square Carnegie Library Building



Location Plan



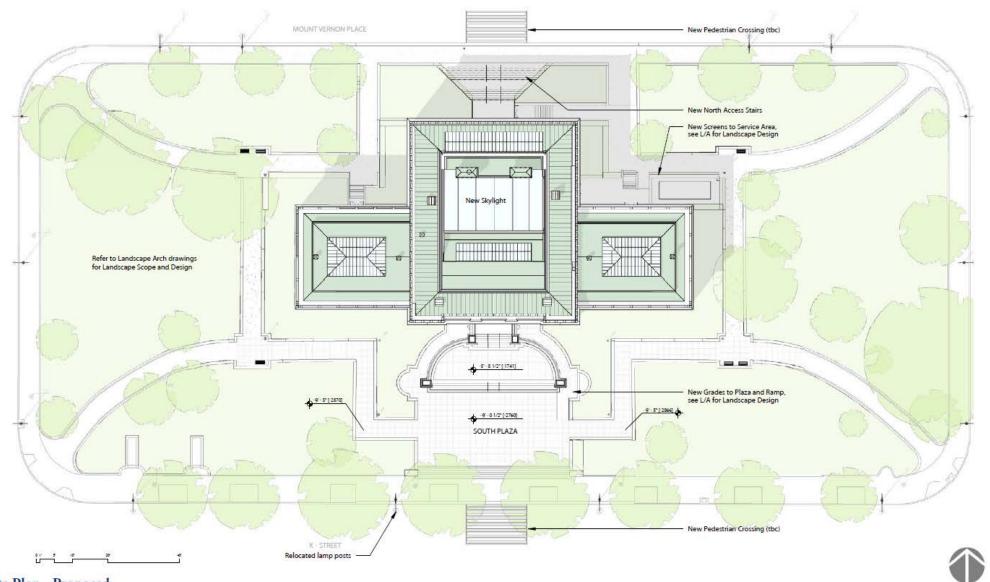
Proposed Site Plan Demolition



Site Plan - Demolition



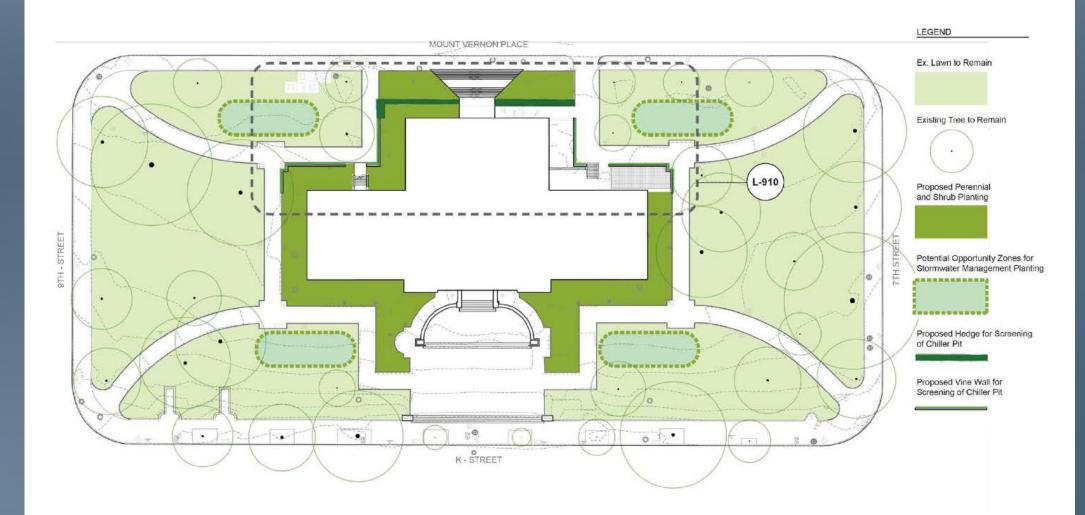
Proposed Site Plan



Site Plan - Proposed



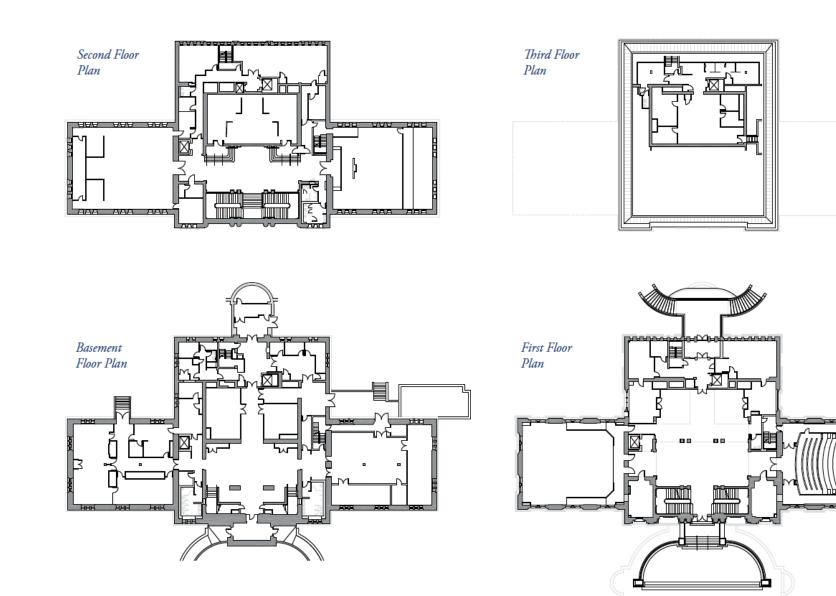
Proposed Site Plan Planting



Site Plan - Proposed Planting

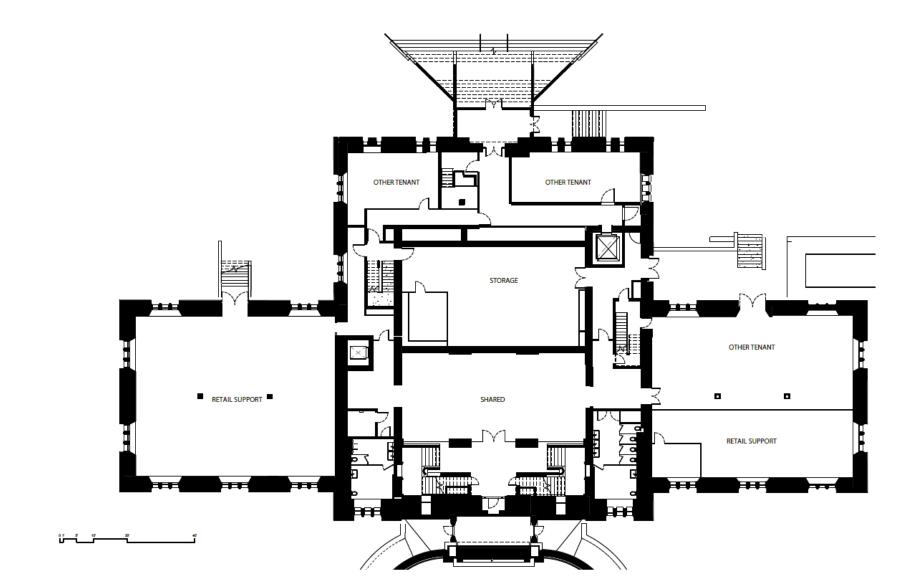




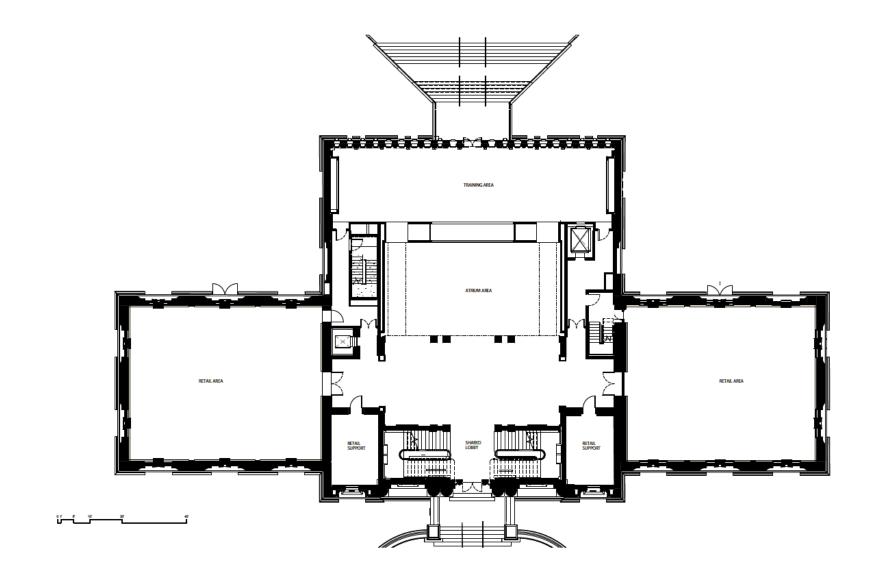




Proposed Basement Floor Plan

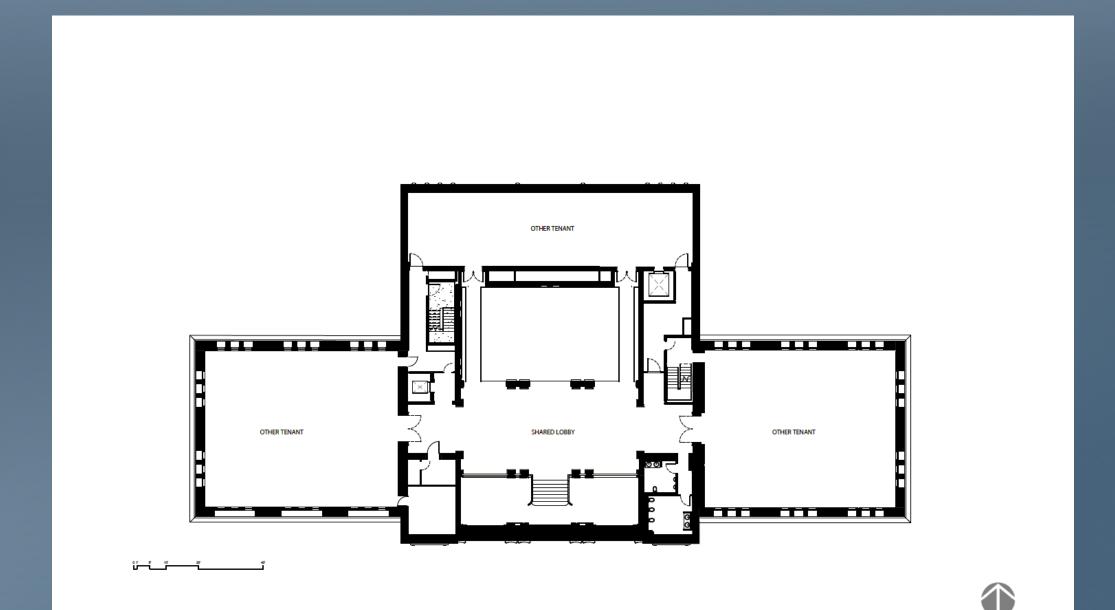








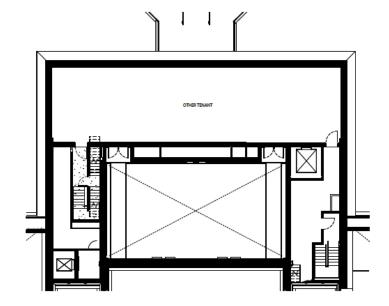




Second Floor Plan - Proposed



Proposed Third Floor Plan

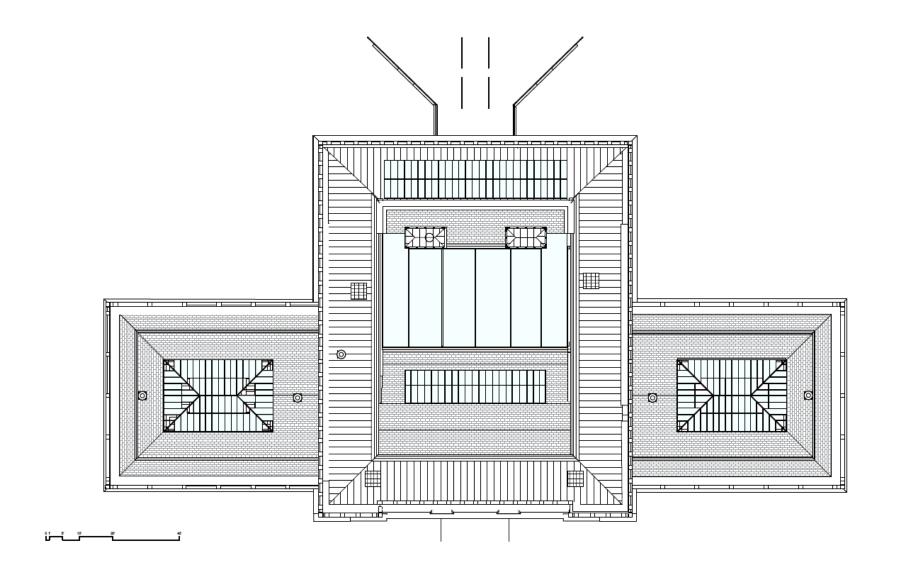






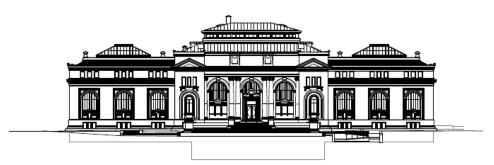
Third Floor Plan - Proposed









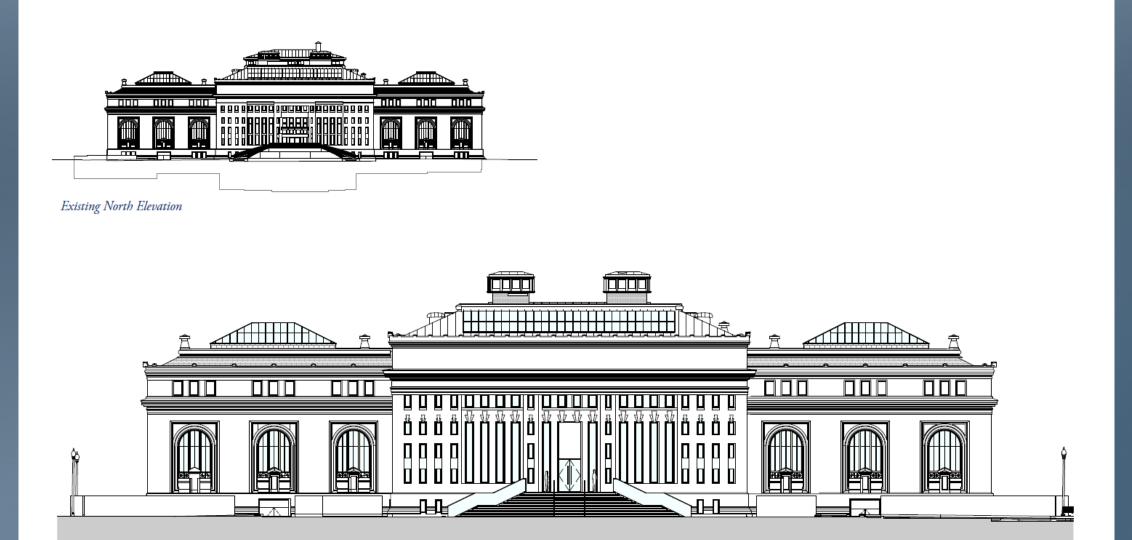


Existing South Elevation



South Elevation - Proposed

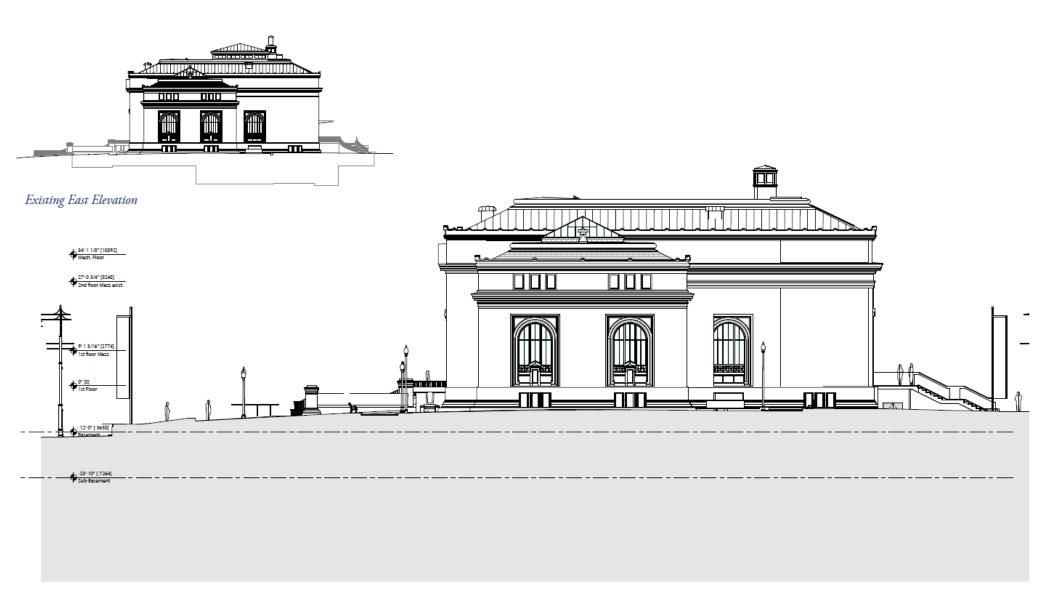




North Elevation - Proposed

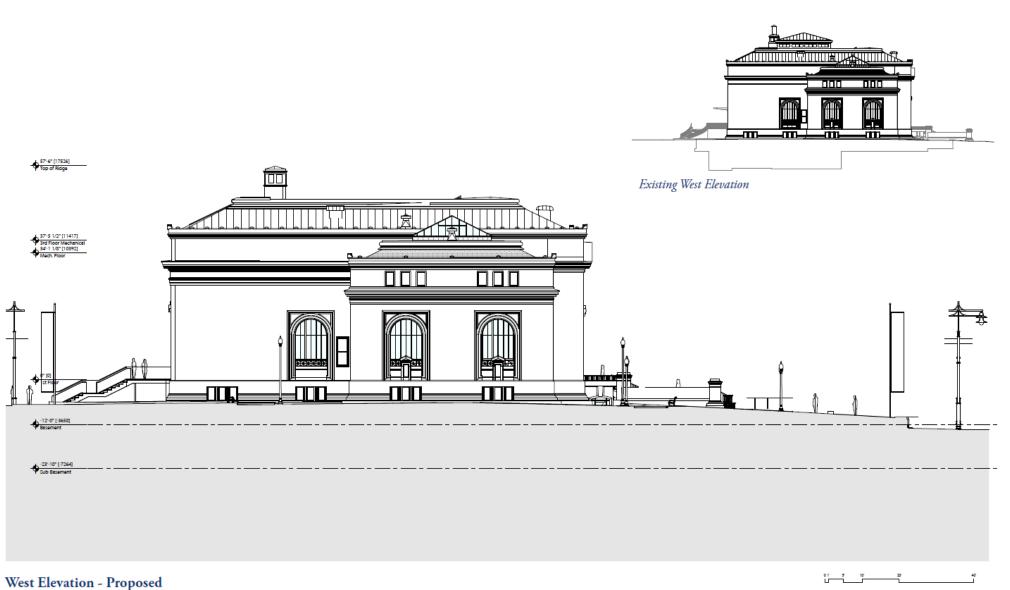


Proposed East Elevation



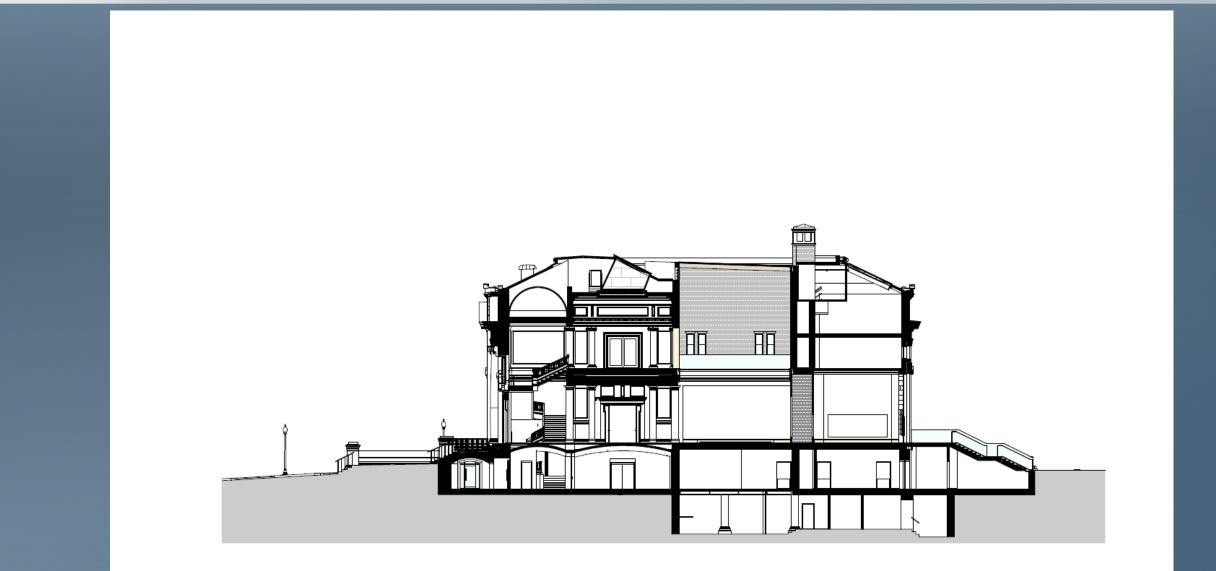
East Elevation - Proposed







Proposed Transverse Section Facing West



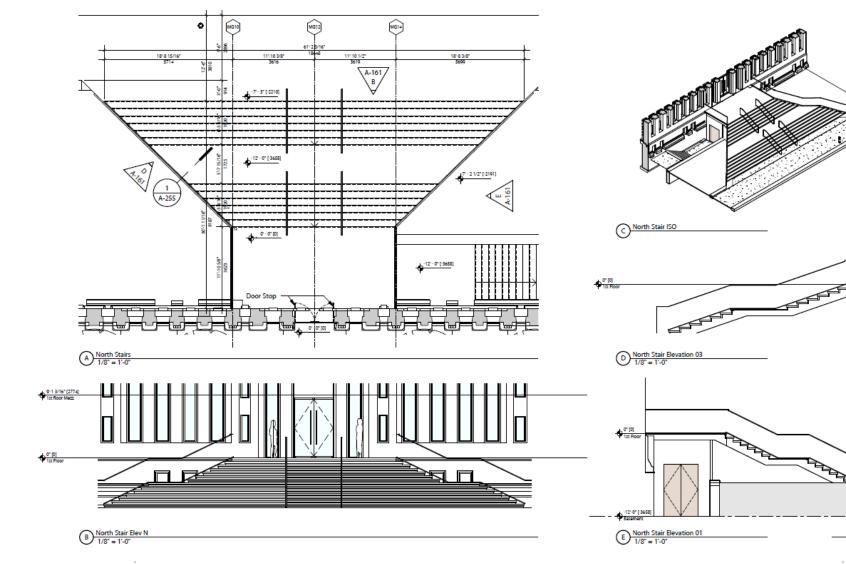


Proposed Longitudinal Section Facing North





North Stairs





Proposed Elevation Renderings



South Elevation



North Elevation