



Executive Director's Recommendation

Commission Meeting: May 3, 2012

PROJECT

United States Museum of the Army
Fort Belvoir, North Post
Fairfax County Parkway and John J. Kingman
Highway
Fairfax County, Virginia

NCPC FILE NUMBER

7094

NCPC MAP FILE NUMBER

2204.10(38.00)43559

SUBMITTED BY

United States Department of Defense
Department of the Army

APPLICANT'S REQUEST

Final approval of building plans

PROPOSED ACTION

Approve with comments

REVIEW AUTHORITY

Advisory
per 40 U.S.C. § 8722(b)(1)

ACTION ITEM TYPE

Staff Presentation

PROJECT SUMMARY

The Department of the Army has submitted the final building plans for the National Museum of the United States Army on the North Post of Fort Belvoir in Fairfax County, Virginia. The museum building and campus will be constructed in phases and will initially consist of an approximately 187,292 gross square foot museum building, landscaping, and parking. Later phases will include additional exhibit space and other exterior features. The museum is expected to attract an average of 740,000 visitors in the first year and 600,000 visitors in a stabilized year. The Museum of the Army is anticipated for opening in 2015.

KEY INFORMATION

- Staff has no concerns with the museum building. The building's location, height, and material palette have not changed since preliminary design, which the Commission approved in July 2011.
 - The project will be located on five golf holes of the Fort Belvoir North Post Golf Course. As a result, the Army will submit a proposed golf course reconfiguration plan, which will create five new golf holes within the footprint of the existing golf course. According to the Environmental Assessment, both the museum project and resulting golf course reconfiguration project will impact 35.75 acres of forested land.
 - The Army had originally submitted the final site plans for review; however, through discussions with NCPC staff, the Army withdrew the site plans to allow for additional coordination and for the site plan and the golf course reconfiguration project to be submitted concurrently so that the Commission can review the two projects together. The Army wishes to move forward with the building so it can develop construction plans.
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RECOMMENDATION

The Commission:

Approves the final building plans for the National Museum of the United States Army on the North Post of Fort Belvoir, in Fairfax County, Virginia.

Notes that the Army intends to submit the final site plans for the Museum in tandem with the golf course reconfiguration project.

Requests that prior to the submission of the final site plans and golf course reconfiguration, the Army continue to coordinate with NCPC regarding tree replacement, landscaping treatments, and pedestrian amenities.

PROJECT REVIEW TIMELINE

| | |
|---|---|
| Previous actions | July 2010 – The Commission provided comments on the concept design. July 2011 – The Commission approved the preliminary design and provided recommendations to the Army as the furthered the design of the museum. |
| Remaining actions (anticipated) | – Future submissions include the final site plans for the Museum campus. The Army will also submit the preliminary and final site plans for the reconfiguration of the North Post Golf Course. |

Prepared by C. Kelly
April 25, 2012

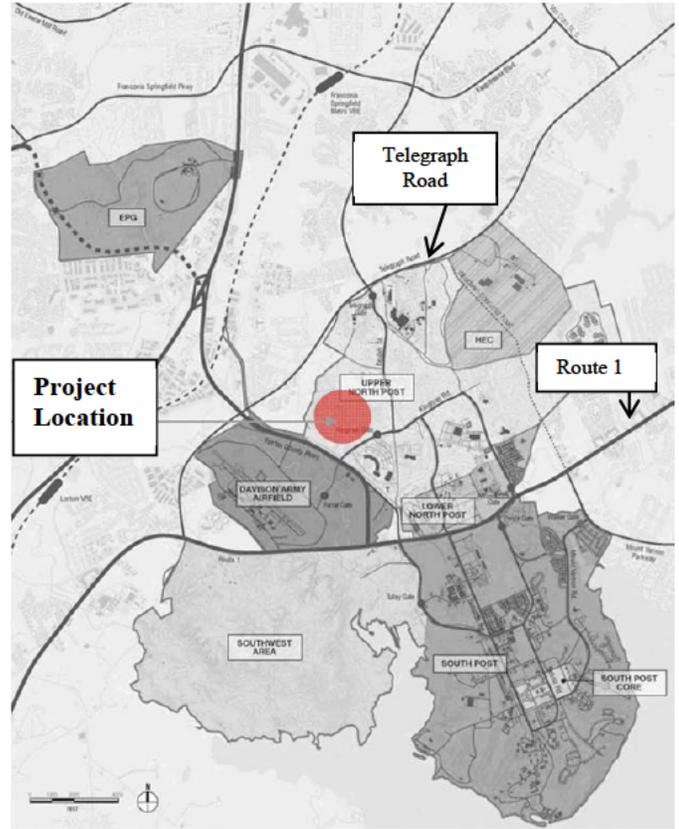
I. PROJECT DESCRIPTION

Site

The proposed site for the National Museum of the United States Army is located on the North Post at Fort Belvoir. The Fort is divided into two geographically separate areas; The "North Area" (formerly known as the Engineering Proving Ground) is located on the west-side of I-95, to the northwest of the larger "Main Post" section. The Main Post is located on the east-side of I-95, directly south of Telegraph Road (Route 613). Route 1 divides the Main Post area into "North Post" and "South Post" sections, with North Post bordered by Route 1 on the south and Telegraph Road on the north-west.

The site is bounded by Fairfax County Parkway to the south, John J. Kingman Road to the east, the Fort Belvoir North Post golf course to the north, and Swank Road to the west. The current site condition includes golf links, forested areas, an abandoned access road and wetlands.

Currently, the site is improved with five golf holes for the North Post Golf Course. The golf holes are located on a plateau. Museum elements, such as the parking areas and the parade ground are located on the flat surface of the plateau. Much of the plateau is already cleared for the golf holes.



National Museum of the United States Army Site Location

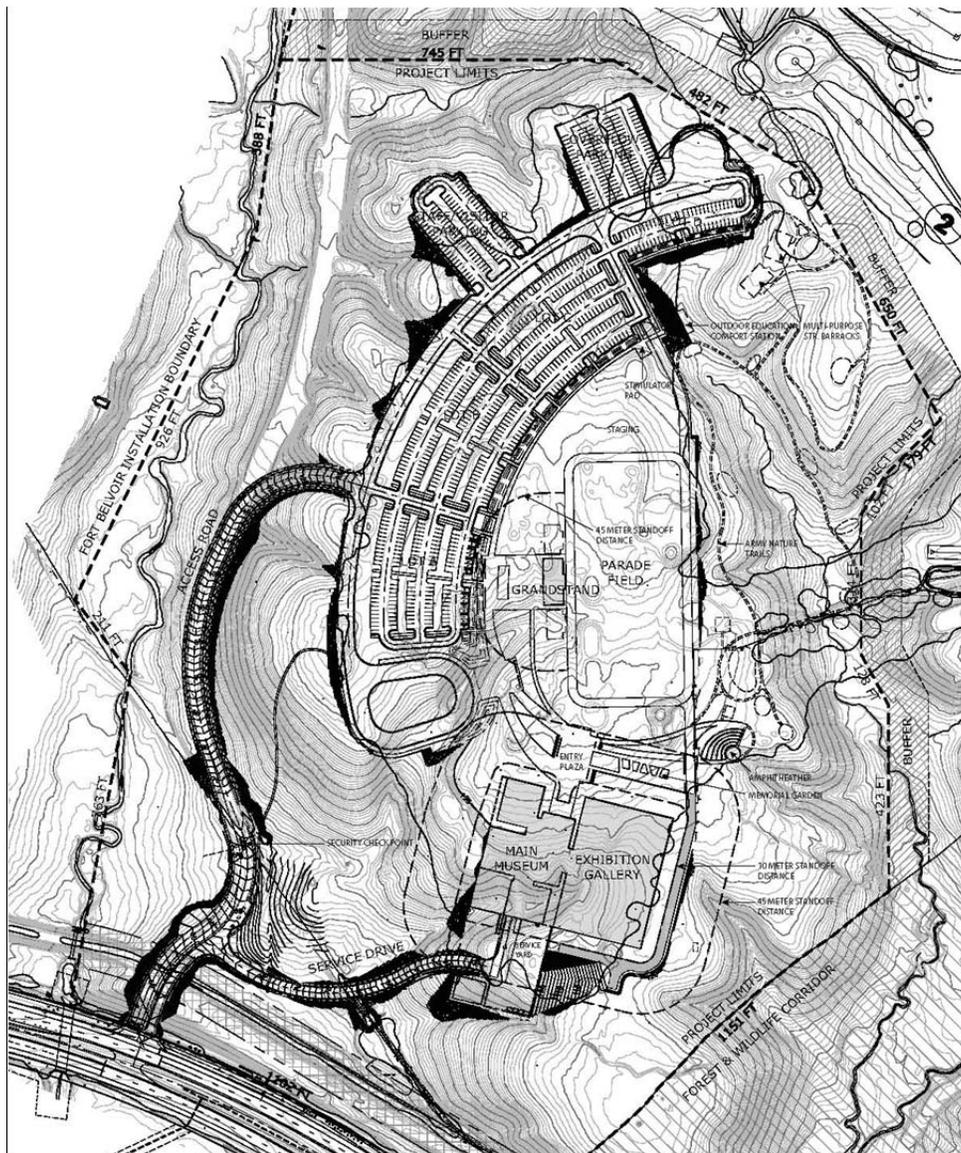


Proposal

The Department of the Army (the Army) has submitted the final building plans for the National Museum of the United States Army (the Museum) on the North Post of Fort Belvoir. The mission of the Museum is to “honor the service and sacrifice of the soldiers and their families and preserve the Legacy of the U.S. Army’s history, portraying it comprehensively and objectively.”

The Museum building and campus will be constructed in phases and will initially consist of a 187,292 gross square foot facility, landscaping, and parking on an 84-acre site. Later phases will include additional exhibit space and other exterior features. The Museum building is located in the southern section of the site.

Building Location on the Site Plan

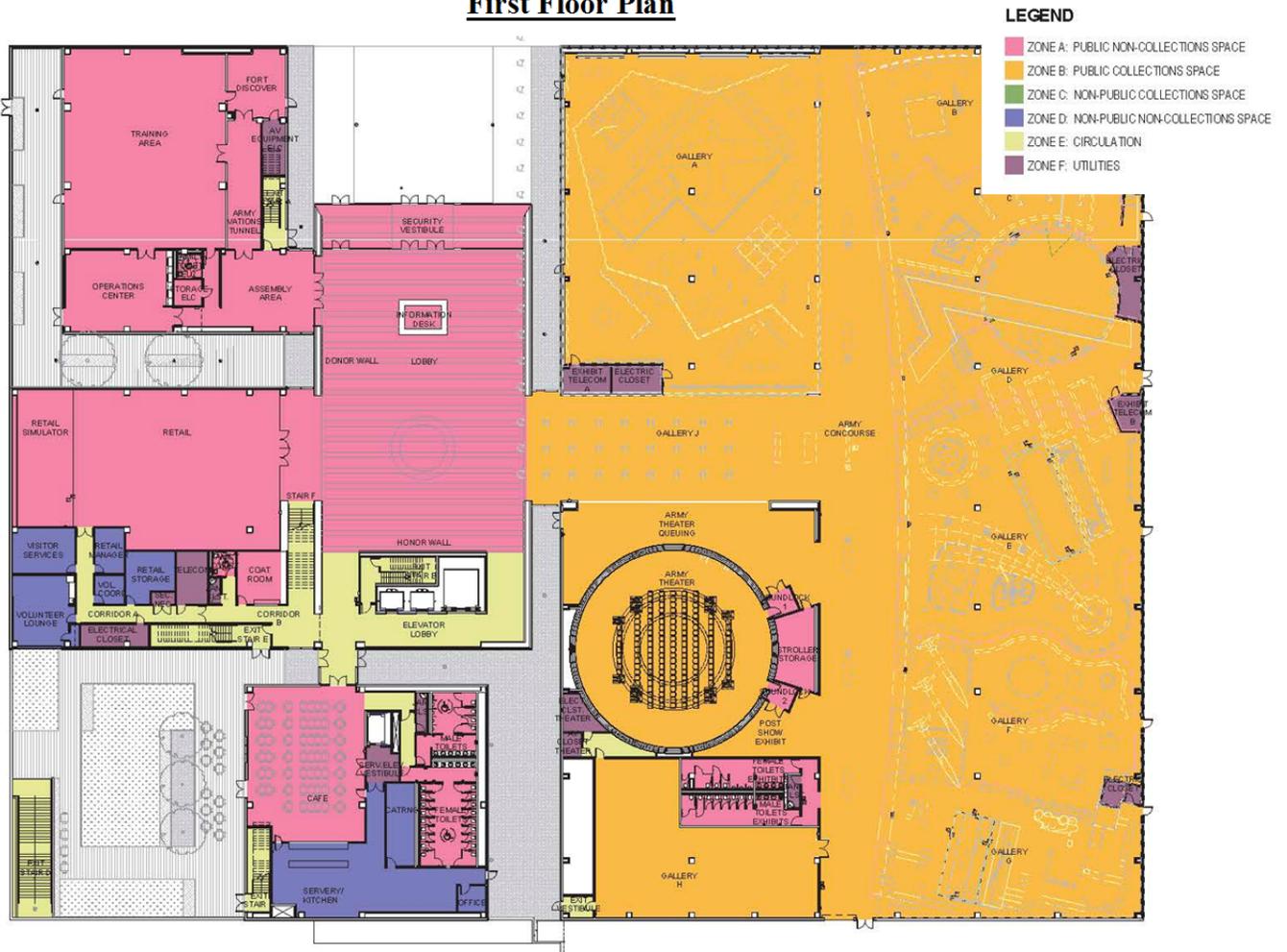


The Museum building will be approximately 187,292 gross square foot and the museum program area will be distributed through four floors, with a basement level for mechanical. Since the preliminary design, the museum building has increased approximately 2,700 square feet. The chart outlines the uses and square footage for each floor and how the square footage has changed from preliminary to final design.

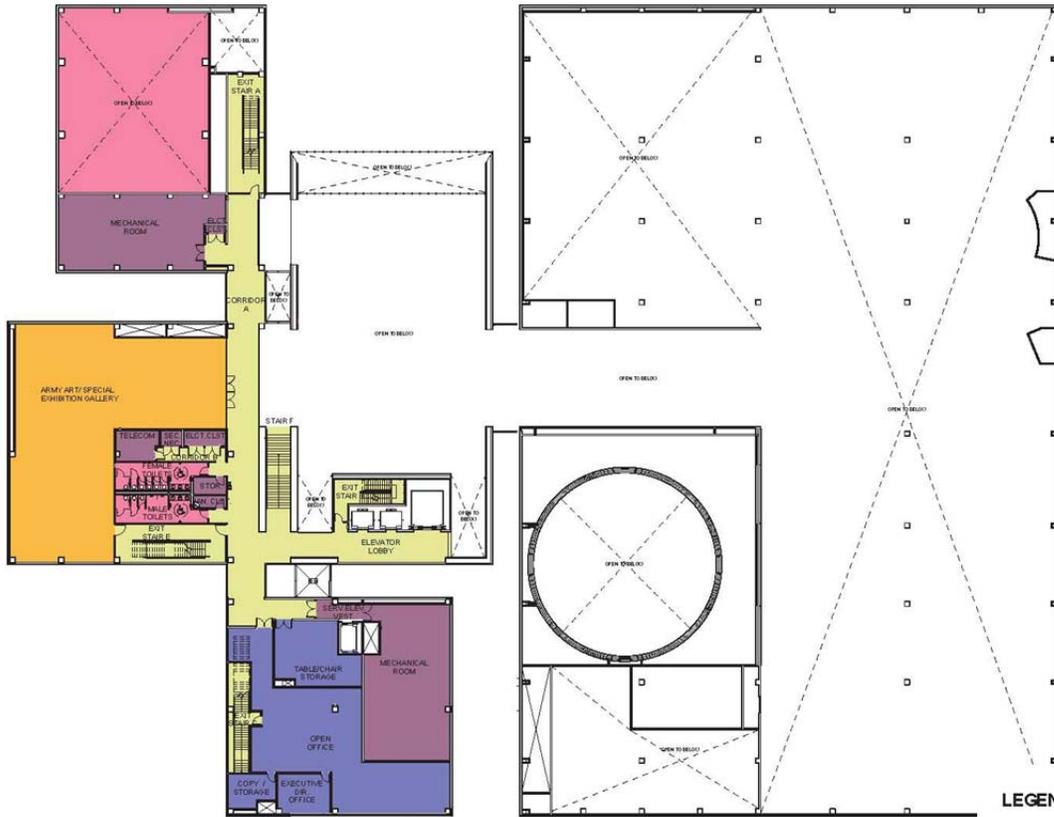
The primary exhibition space is on the first floor with additional temporary exhibition space on the second floor. A meeting space and a memorial space called Veterans Hall is located on the third floor. The third floor also includes outdoor garden space in honor of those who received the Medal of Honor. Administrative space is located throughout the building on the second, third, and fourth levels.

| Floor | Primary Use | Preliminary Design Square Footage | Final Design Square Footage |
|----------|---|-----------------------------------|-----------------------------|
| Basement | Mechanical | 30,770 | 31,588 |
| Level 1 | Lobby, Education Center, Retail, Café, Exhibitions, Army Theater | 96,205 | 96,320 |
| Level 2 | Temporary Gallery, Administration Offices, Mechanical | 20,200 | 20,311 |
| Level 3 | Veterans Hall, Medal of Honor Roof Garden, VIP and Meeting Room, Administration Offices | 21,649 | 22,296 |
| Level 4 | Administration Offices, Mechanical | 13,852 | 14,325 |
| Level 5 | Tower Roof Access | 1,824 | 2,452 |
| Total | | 184,500 | 187,292 |

First Floor Plan



Second Floor Plan



LEGEND

- ZONE A: PUBLIC NON-COLLECTIONS SPACE
- ZONE D: PUBLIC COLLECTIONS SPACE
- ZONE C: NON-PUBLIC COLLECTIONS SPACE
- ZONE E: NON-PUBLIC NON-COLLECTIONS SPACE
- ZONE E: CIRCULATION
- ZONE F: UTILITIES

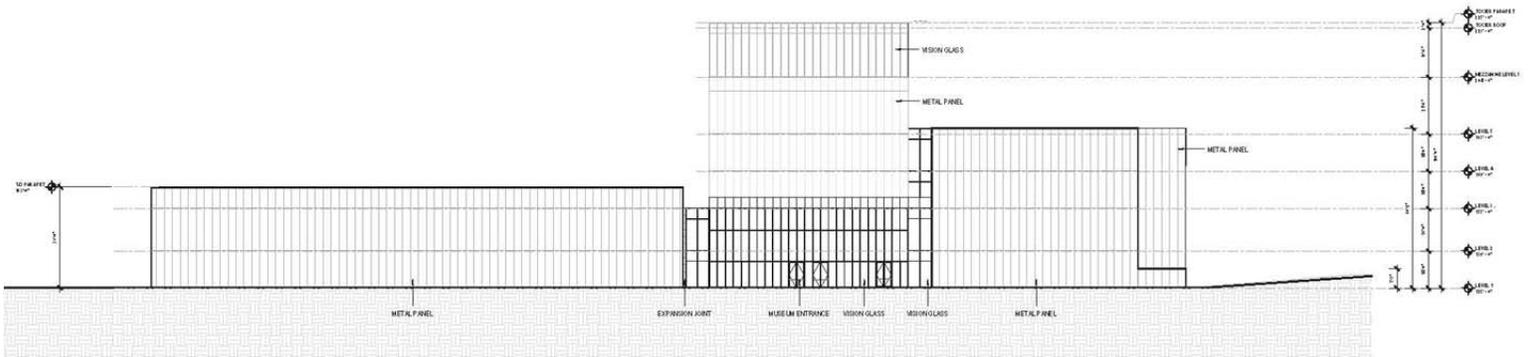
Third Floor Plan



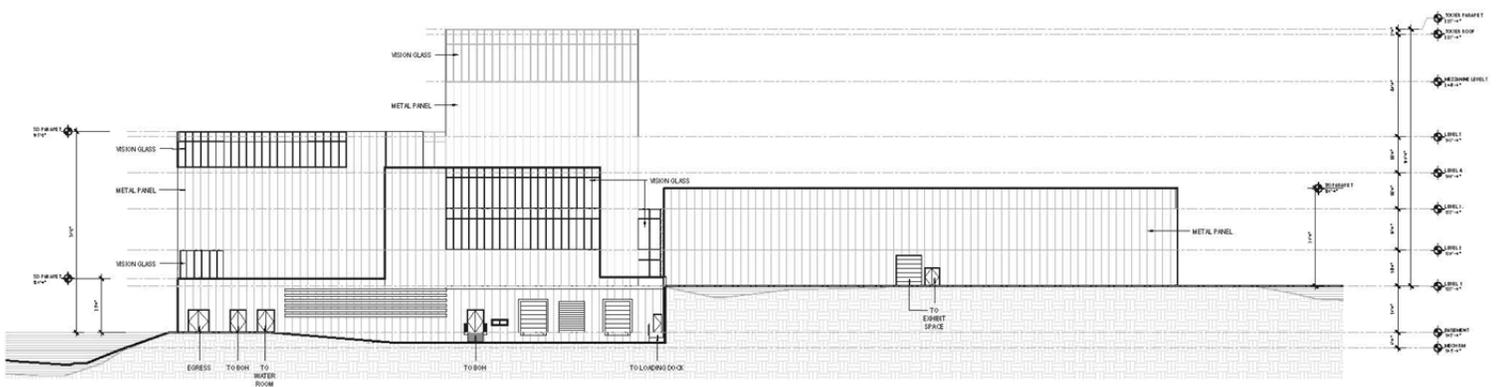
The Army is proposing to use stainless steel metal panels, and glass as the building exterior materials. The Army has refined the design to determine what faces of the building will be metal panel or glass. One change from the preliminary design to the final design is the treatment of the tower element of the building. In the preliminary design the tower was designed with vision glass and decorative glass; however, the final design has introduced metal to the tower. Just under 50 percent of the tower will be constructed with the metal façade located in the middle of the tower.

The design of the Museum includes the collection of five pavilions. The height of the building has not changed from the preliminary design. The exhibit pavilion will be 38 feet in height; the tower will be 100 feet in height; the remainder of the building varies from 58 feet to 44 feet. The building heights are limited by the close proximity of the project to the Davidson Air Field to the south.

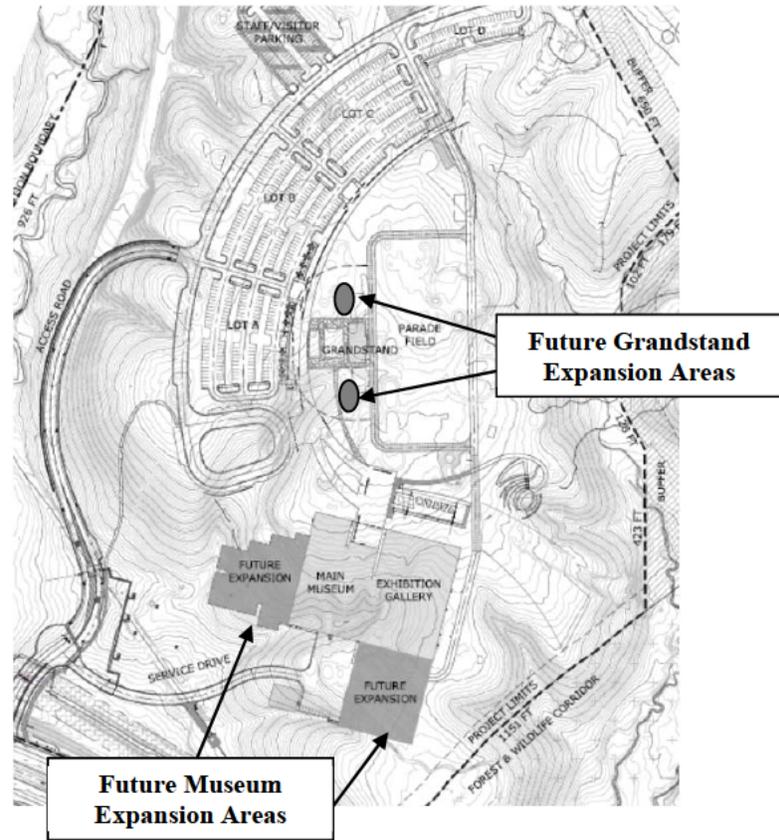
Building Entry Elevation (North Elevation)



Building South Elevation



It is anticipated that the museum will expand at a future date beyond the 2015 museum opening. Expansion for the exhibit wing is planned to be an extension of the current exhibit space to the south. This expansion is anticipated to be approximately 56,500 square feet. Expansion is also anticipated for the administrative and educational facilities. This expansion is planned to be multiple pavilions to blend in with the current building design and placed on the west side of the current museum building. It is anticipated to be 30,000 square feet on the ground floor and 45,000 square feet on the basement level. A 6,500 square feet Outdoor Education Center will be constructed on the northern portion of the site along with small supporting structures (4,000 square feet total) and an Event Pavilion. As part of future expansion, the Memorial Garden will be enlarged and the grandstand at the parade field will be doubled in size (length), extending seating to the north and south ends of the current planned grandstand.

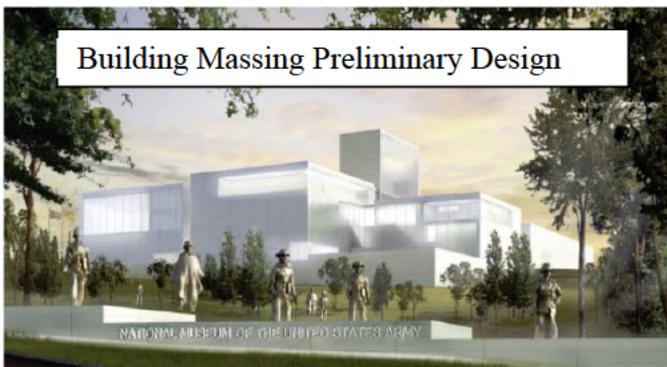


II. PROJECT ANALYSIS/CONFORMANCE

Analysis

Staff recommends that the Commission approve the final building plans for the National Museum of the United States Army. The building location, height, basic design, and material selections have not changed since the preliminary design. The building has only slightly increased in size, less than 3,000 square feet, due to refinements. The Commission approved the preliminary plans in July 2011 with no comments regarding the building.

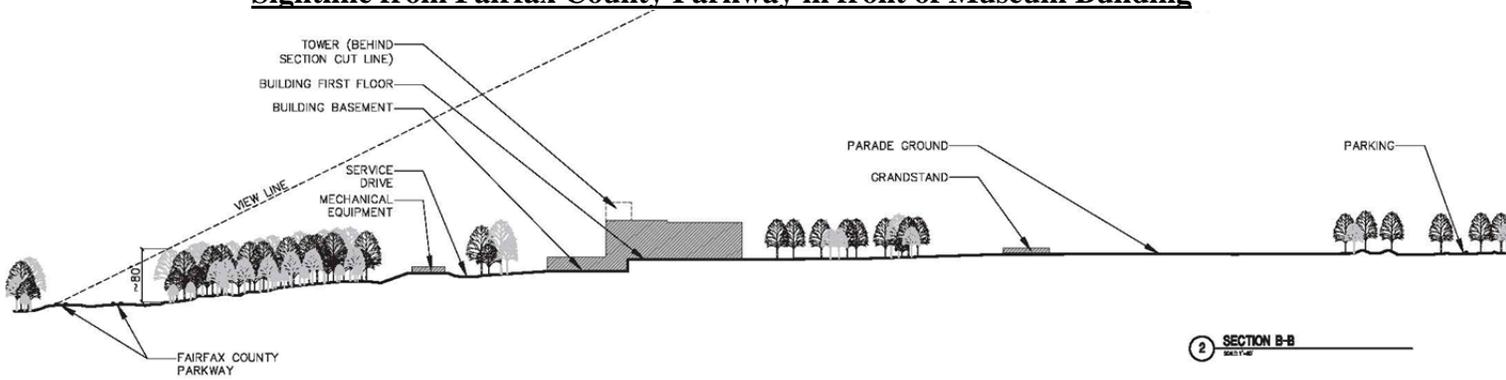
Rendering of Building from the Entrance Access Drive



Viewshed Analysis

As requested by staff in order to evaluate the impact the building would have on views along the Fairfax County Parkway, the Army has submitted site sections and view simulations of the museum building. The sections indicate that the museum building will not be visible from the Parkway due to the distance away from the Parkway and the existing vegetation along the Parkway.

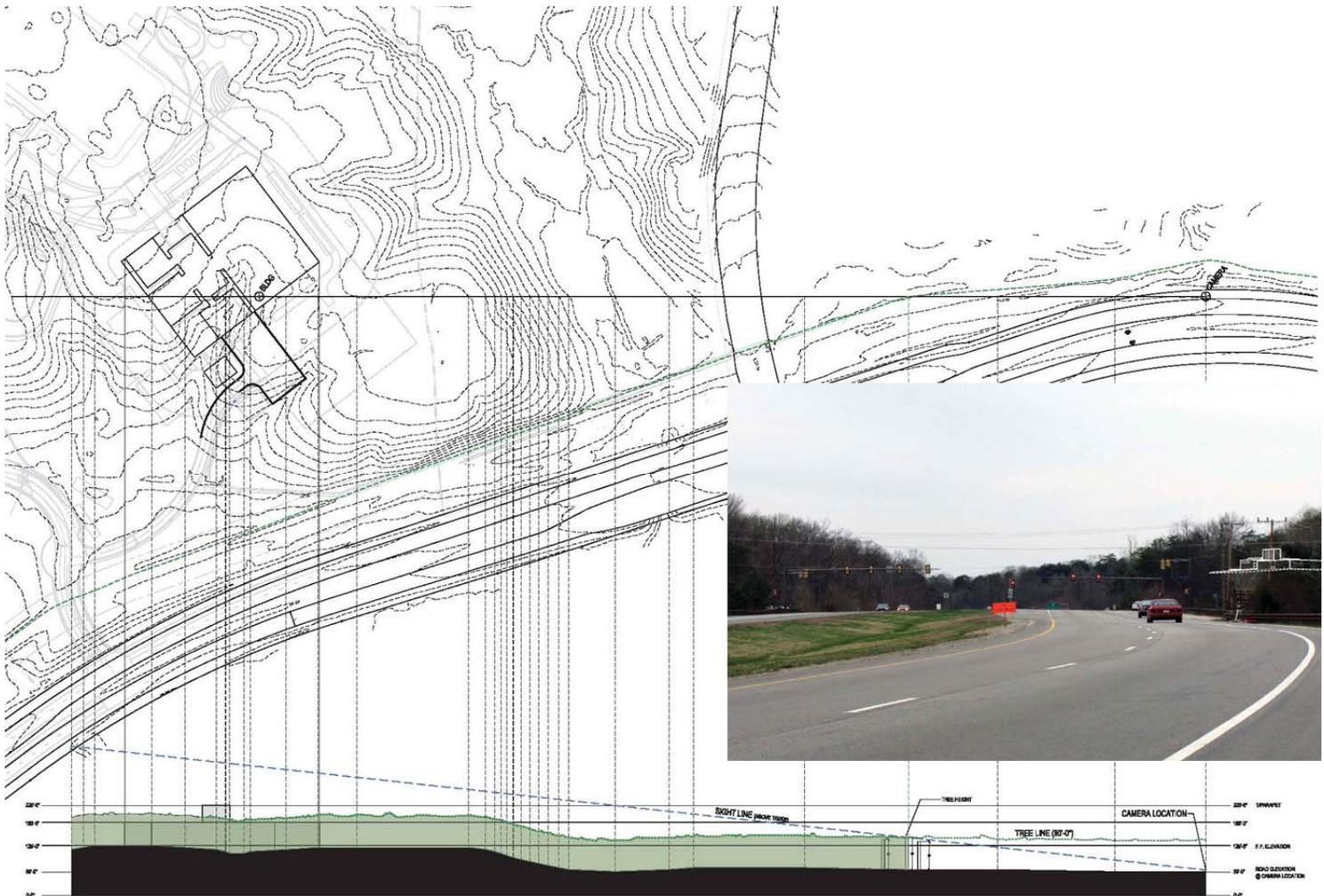
Sightline from Fairfax County Parkway in front of Museum Building



Sightline from Eastbound Fairfax County Parkway



Sightline from Westbound Fairfax County Parkway



Site Plan Submission

As part of the final submission of the building plans, the Army had also submitted final site plans for the museum. Upon review of the site plans, staff expressed concern to the Army regarding seeing this plan separate from the golf reconfiguration site plans and the proposed selective clearing of the hillside between the access road and the museum building.

As part of the NEPA process, the Army conducted an Environmental Assessment (EA) that evaluated the impacts due to the construction of the Museum project and the resulting golf course reconfiguration project. The EA indicated that 74.9 acres of land cover would be affected by the two projects; of those 74.9 acres, 35.75 acres of forested land would be impacted; the remainder is maintained lawn or turf. Noting its concern regarding the cumulative loss of forested land on Fort Belvoir that has resulted from previously approved projects, staff recommended to the Army that the site plans for both the Museum and the golf course

reconfiguration be reviewed together along with the tree replacement plan in order to fully understand the resulting impacts and resulting mitigation for both projects.

Staff also expressed concern regarding the proposed selective clearing of the hillside between the Museum building and the access road. The Army proposes to selectively clear this area to allow visitors to see the building as they first arrive onto the site. While many of the trees in this area will need to be cleared for utility work or are in poor condition, staff is concerned with not replacing trees on a hillside in order to create a vista.

The Army determined to withdraw the site plans in order to facilitate additional coordination and for the site plans to be submitted along with the golf course reconfiguration. The Army is moving forward with the building plans at this time in order to move forward on the construction drawings.

National Military Working Dog Teams Monument

Staff would like to note that Public Law 110-181 Section 2877, Establishment of National Military Working Dog Teams Monument, was recently brought to our attention. The law was passed in 2008 and authorizes the creation of monument to the military working dog teams. Section 2877 (a) of that legislation gives the Secretary of Defense the authority to permit the monument to be established at a suitable location at Fort Belvoir or another military installation in the United States. The law also indicates that the monument should be located in such a way that allows maximum access for visitors and their dogs. While the legislation specifically mentioned Fort Belvoir as a possible location, according the monument sponsor, National War Dogs Monument, Inc., negotiations are underway for the monument to be located at Lackland Air Force Base in San Antonio, Texas. Lackland Air Force Base is home to the Department of Defense Military Working Dog School and the new Department of Defense Military Working Dog Veterinary Service Hospital.

Comprehensive Plan for the National Capital

The Comprehensive Plan for the National Capital provides goals and policies that guide the Commission in evaluating and acting on plans and projects in the National Capital. A more detailed description of each Element follows:

Visitor Element

The major goal of the Visitor Element is to accommodate visitors in a way that ensures an enjoyable and educational experience, showcase the institutions of American culture and democracy, and supports federal and regional planning goals. The Museum of the Army complies with the following policies of the Visitor Element:

1. Support accessible federal visitor attractions on federal property throughout the region
2. Encourage increased use of bicycles to access attractions in the region, and provide bicycle racks, information about rental locations, and maps identifying designated bike path locations

Transportation Element

The Transportation Element provides policies that address parking at federal facilities, impacts to the local and regional traffic/transit networks, and transportation management. The preliminary design submission conforms to the limitations on employee parking of the Comprehensive Plan ratio of 1:1.5, and provisions for other incentives to reduce the use of single occupancy vehicles. The project is consistent with the following Comprehensive Plan policies:

1. Outside of the Historic District of Columbia boundaries, the parking ratio should not exceed one space for every 1.5 employees;
2. Encourage ridesharing, biking, walking, and other non-single-occupant vehicle modes of transportation for federal commuters;
3. Provide secure and sheltered bicycle parking spaces or bicycle lockers in close proximity to building entrances at federal buildings and on federal campuses.

Federal Environment Element

The Federal Environment Element promotes the federal government as an environmental steward and identifies the Commission's planning policies related to the maintenance, protection, and enhancement of the region's natural environment. The project identifies preliminary measures for stormwater management techniques to reduce or eliminate runoff; and the building incorporates local materials and other sustainable materials, and methods to achieve at least a LEED Silver certification. The project is consistent with the following Comprehensive Plan policies:

1. Promote water conservation programs and the use of new water-saving technologies that conserve and monitor water consumption in all federal facilities;

Relevant Federal Facility Master Plan

At its April 7, 2011 meeting, the Commission noted that the Fort Belvoir Master Plan was last approved in 1993 and that the Commission has issued multiple unfulfilled requests for an updated master plan that reflects the current and future growth at Fort Belvoir; and therefore, due to a lack of sufficient information necessary to properly analyze projects the Commission may find it difficult to approve any future proposals until such time as an updated master plan is submitted.

The Fort Belvoir Master Plan, approved by the Commission in 1993, designates that land the museum is located as community. The museum is consistent with the Army's definition of what is allowed in a community land use. However, the 1993 Master Plan designated this area mainly for golf course use and did not anticipate a project of this type in this location. Therefore, particular attention has been made on the Army's part to coordinate the project with NCPC and the County.

The Army submitted the concept design of the Museum in April 2010 and NCPC referred the project to interested parties in accordance with the Commission's Intergovernmental Cooperation for review and comments; at that time Fairfax County provided comments. The Commission

provided comments on the concept design at its July 2010 meeting. After the Commission's review of the concept design, the Army evaluated the Commission's comments and moved forward with the Museum's design. In January 2011, the Army conducted a meeting with Fairfax County and staff to discuss the changes in the design since concept review. In April 2011, the Army submitted the preliminary design for Commission review. The design was again referred to interested parties for review and comment. The Commission reviewed the preliminary plans at its July 2011 meeting.

Also, the Army has conducted analysis on the project in two separate Environmental Assessments. The first Environmental Assessment (EA) analyzed two different sites and the Army decided to move forward with the site proposed for the museum. The second EA analyzed the museum and the proposed redesign of the golf course. Both EAs provided public comment opportunities.

Staff finds that although the 1993 Master Plan does not address the use of the museum on this site, the project has been adequately coordinated with interested parties.

The project is consistent with the land use of the area as designated by the Master Plan update currently being undertaken by the Army. The draft Long Range Component of the Fort Belvoir Master Plan proposes land use in this area would continue to be designated as community. The Army defines community uses as "land use that encourages a mix of uses. Facilities allowed include religious, family support, personnel services, professional services, medical, community, housing, commercial and recreational services. Users live both on- and off-post and may include soldiers, dependents, retirees, and other civilian personnel." Staff has reviewed the draft Long Range Component of the Fort Belvoir Master Plan and provided comments to the Army on the master plan.

National Environmental Policy Act (NEPA)

In accordance with the National Environmental Policy Act (NEPA), the Army has prepared an Environmental Assessment (EA) for the Museum project and the related reconfiguration of the golf course. On May 19, 2011, the Army signed a Finding of No Significant Impact (FONSI) to conclude the EA. Due to the project's location in the environs, NCPC does not have independent NEPA responsibility.

National Historic Preservation Act (NHPA)

Pursuant to Section 106 of the National Historic Preservation Act, the Army initiated consultation with the Virginia State Historic Preservation Officer (SHPO) and other consulting parties on September 23, 2009. The consultation process resulted in the identification of one historic property, the Fort Belvoir Military Railroad track bed, within the Area of Potential Effect. The Army has determined that the project will have an adverse effect on this historic property and entered into a Memorandum of Agreement with the VA SHPO for proposed mitigation.

III. CONSULTATION

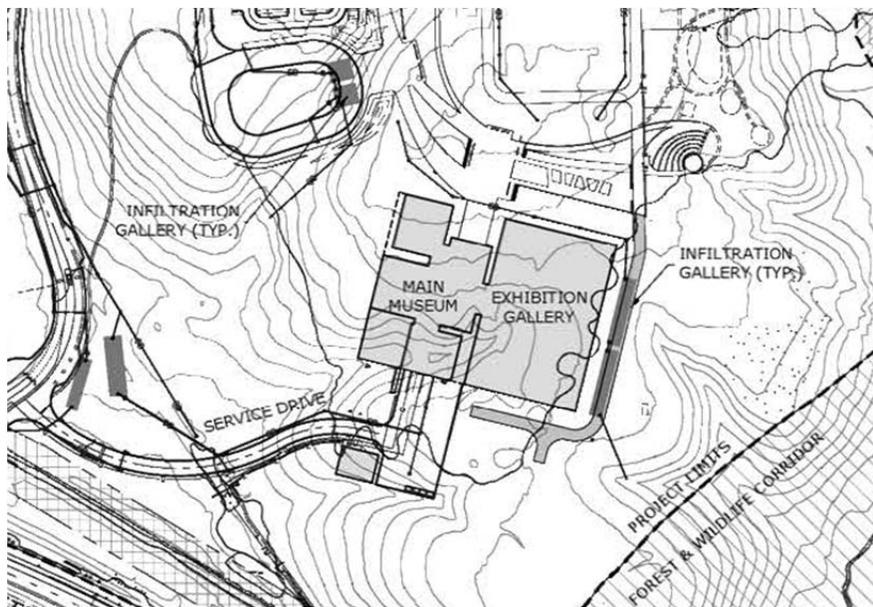
Coordination with local agencies

In accordance with the Commission's Procedures for Intergovernmental Cooperation in Federal Planning in the National Capital Region, the proposed project was referred to the Virginia Department of Transportation (VDOT), the Virginia Department of Environmental Quality (DEQ), the Washington Metropolitan Council of Governments (WashCOG), the Northern Virginia Regional Commission (NVRC), and Fairfax County at both the concept and preliminary design review stages. The Army has provided responses to comments received during both referrals.

After the Commission's approval of the preliminary plans, the Army held an additional coordination meeting on September 15, 2011 with NCPC staff and Fairfax County to review comments made by the Commission and the County. As indicated before, all comments made by the Commission at the preliminary design review pertained to the site, which will be submitted at a later date. The two major concerns raised by Fairfax County were the project's impact to the County's Environmental Quality Corridor (EQC) and the proposed stormwater management techniques.

Regarding the EQC, the Army has mapped the EQC for Kernan Run, the stream on the western boundary of the site. The map was derived using Fairfax County's definition of an EQC and survey data. The map shows that the museum building is outside the EQC boundary; only a portion of the museum access road is within the EQC, which is allowed under the EQC policies.

In regard to the stormwater management for the building and the site, the Army will meet the requirements of the Energy Independence and Security Act (EISA) Section 438, which regulates stormwater on federal facilities. The Army will also meet Virginia and Fairfax County stormwater management techniques. The Army will meet all requirements for Total Maximum Daily Load requirements outlined in its MS4 permit. For the building stormwater, the Army is proposing two infiltration galleries on the east side of the building. The Army intends to retain the 95th percentile rain event onsite.



Stormwater Management Location