



## Executive Director's Recommendation

Commission Meeting: July 9, 2015

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<b>PROJECT</b> <b>DIAC Parking Garage Replacement</b> Joint Base Anacostia – Bolling Defense Intelligence Agency Headquarters Washington, DC	<b>NCPC FILE NUMBER</b> 7549
	<b>NCPC MAP FILE NUMBER</b> 84.22(61.10)44180
<b>SUBMITTED BY</b> Department of the Navy	<b>APPLICANT'S REQUEST</b> Preliminary and final approval of site and building plans
<b>REVIEW AUTHORITY</b> Approval of Comments on Plans Located in the Bolling-Anacostia Complex Pub. L. No. 93-166 Section 610(a)	<b>PROPOSED ACTION</b> Approve with comments
	<b>ACTION ITEM TYPE</b> Consent Calendar

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### PROJECT SUMMARY

The United States Department of the Navy has submitted preliminary and final site and building plans for a parking garage replacement at the Defense Intelligence Agency Headquarters (DIAC) located at the Joint Base Anacostia-Bolling installation.

In January 2014, the Commission approved the preliminary site and building plans for a parking garage replacement located directly north of the existing parking structure. Since then, the applicant has changed location of the new parking garage due to site constraints with existing underground utilities. Because of the revision in plans, the applicant is requesting preliminary and final site and building plan approval. The new parking garage location is consistent with the Commission approved September 2014 Joint Base Anacostia-Bolling Master Plan (NCPC File Number MP 55).

The proposed project would construct a new parking garage located west of the DIAC, to replace an existing parking garage slated for demolition due to structural deficiencies. The existing parking garage consists of 934 parking spaces. The proposed five-level parking garage would consist of 719 parking spaces (600 employee parking and 119 restricted visitor/government parking). Upon completion of the new garage and demolition of the existing garage, the proposed project would reduce 334 employee parking spaces at the installation. The applicant will convert the existing garage into green space with accessible pathways leading to the DIAC building.

The proposed project is consistent with the Master Plan's short-term (5-year) strategies to discourage single-occupancy vehicle travel by reducing employee parking by approximately 10% (833 spaces) to improve the installation's overall parking ratio from 1:1.67 to 1:1.86. The short-term strategies are initial steps for the installation to meet the long-term 1:4 parking ratio goal.

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## KEY INFORMATION

- In January 2014, the Commission approved the preliminary site and building plans for a parking garage replacement located directly north of the existing parking structure. Since then, the applicant has changed location of the new parking garage due to site constraints with existing underground utilities.
- The new site location is consistent with the Commission approved September 2014 Joint Base Anacostia-Bolling Master Plan.
- Reduce the overall parking at Joint Base Anacostia-Bolling installation by 334 employee parking spaces.
- Consistent with the Master Plan's short-term (5-year) strategies to reduce employee parking by approximately 10% to improve the installations overall parking ratio from 1:1.67 to 1:1.86.

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## RECOMMENDATION

**Approves** the preliminary and final site and building plans for a parking garage replacement at the Defense Intelligence Agency Headquarters located on Joint Base Anacostia-Bolling in Southwest, Washington, DC.

**Notes** that the proposed parking garage would reduce existing parking within the campus by 334 employee parking spaces at the Joint Base Anacostia-Bolling installation, consistent with the approved Master Plan's short-term (5-year) strategies to reduce employee parking by approximately 10% to improve the installations overall parking ratio from 1:1.67 to 1:1.86.

## PROJECT REVIEW TIMELINE

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<b>Previous actions</b>	January 2014 – Approval of preliminary site and building plans
<b>Remaining actions</b> (anticipated)	None.

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Prepared by A. Dupont  
June 30, 2015

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## I. PROJECT DESCRIPTION

### Site

The project site is located at the Defense Intelligence Agency Headquarters (DIAC) at the Joint Base Anacostia-Bolling (JBAB) installation (Figure 1). The JBAB installation occupies a 966-acre long and relatively narrow strip of land in Southwest, Washington, DC, bound by Potomac and Anacostia Rivers to the west, Interstate 295 (I-295) to the east, Naval Research Laboratory to the south and the Frederick Douglass Memorial Bridge to the north (Figure 2).



Figure 1: Project Site



Figure 2: JBAB Installation

### Background

In January 2014, the Commission approved the preliminary site and building plans for a parking garage replacement at the DIAC located directly north of the existing parking structure (Figure 3) and provided the following comments:

- Noted that the proposed parking garage will reduce parking supply at the Defense Intelligence Agency headquarters by at least 350 spaces.
- Noted that the project complies with the federal stormwater retention requirement of the Energy Independence and Security Act of 2007 through the use of a bio-retention area that is sized according to the Option #1 (Retain the 95<sup>th</sup> Percentile



Figure 3: January 2014 proposed site

Rainfall Event) method defined in the EPA's *Technical Guidance on Implementing the Stormwater Runoff Requirements for Federal Projects under Section 438 of the Energy Independence and Security Act* (December 2009).

- Requested additional information on the lighting plan of the proposed garage and recommended:
  - Using energy efficient light fixtures for the interior and exterior of the garage that are appropriately baffled / down lit in order to minimize light spillage.
  - Maintaining light levels on the top level of the garage to only what is necessary for life safety purposes and using light fixtures that can be integrated into the surrounding parapet wall rather than using traditional elevated pole-mounted fixtures.
  - Using timers and / or motion detectors on the light fixtures within the stair towers.

Since then, the applicant has changed the location of the new parking garage due to site constraints with existing underground utilities. Because of the revision in plans, the applicant is requesting preliminary and final site and building plan approval. The new parking garage location is consistent with the Commission approved September 2014 Joint Base Anacostia-Bolling Master Plan (NCPC File Number MP 55).

### **Proposal**

The United States Department of the Navy has submitted preliminary and final site and building plans for a new DIAC parking garage to replace an existing parking garage slated for demolition due to structural deficiencies. The proposed project would construct a parking garage located west of the DIAC on an open grassy area, with Chappie James Boulevard to the west and surface parking lots to the north and south. The new parking garage would have north and south entrances from the two existing surface parking lots, accessible from Chappie James Boulevard and Boundary Drive.

The proposed garage would be a precast concrete structure with a metal panel façade designed to mimic the existing architectural character of the headquarters building (Figures 4 and 5).



Figure 4: Proposed Parking Garage – Aerial View



Figure 5: Proposed Parking Garage – Southwest View

The five-level parking garage would have four elevated parking levels in addition to an at-grade parking level. The new parking garage would be 232,911 square feet of gross floor area with a height of 66.3 feet above grade. The height from grade to the top level of the garage would be 50 feet, with the elevator core and stairways rising an additional 16.3 feet above the top level (Figure 6). The parking garage would be located so that the building heights and setbacks are compatible with the adjacent buildings and no higher than the existing DIAC building.

The existing parking garage slated for demolition consists of 934 parking spaces. The proposed parking garage would consist of 719 parking spaces (600 employee parking and 119 restricted visitor/government parking). Upon completion of the new garage and demolition of the existing garage, the proposed project would reduce 334 employee parking spaces at the installation. The applicant will convert the existing garage into green space with accessible pathways leading to the DIAC building.

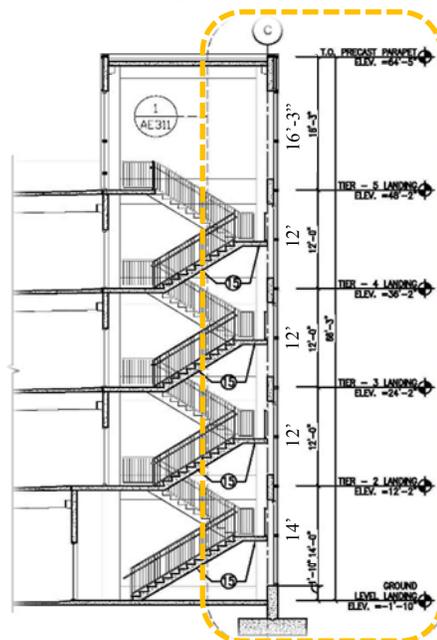


Figure 6: Proposed Height

## II. PROJECT ANALYSIS/CONFORMANCE

### Executive Summary

NCPC staff finds the proposed project consistent with the *Comprehensive Plan for the National Capital*, in particular with policies in the federal Transportation and Environment Elements to reduce parking for single-occupancy vehicles (SOV), use of structured parking versus surface parking, and promote sustainable stormwater management. NCPC staff recommends that the Commission approve the preliminary and final site and building plans for the DAIC parking garage replacement located at the Joint Base Anacostia-Bolling installation. NCPC staff notes that the proposed parking garage would reduce existing parking within the campus by 334 employee parking spaces at the Joint Base Anacostia-Bolling installation, consistent with the approved Master Plan's short-term (5-year) strategies to reduce employee parking by approximately 10% to improve the installations overall parking ratio from 1:1.67 to 1:1.86.

### Comprehensive Plan for the National Capital

The project is consistent with the policies in the federal Transportation and Environment Elements of the *Comprehensive Plan for the National Capital*.

#### *Transportation*

The Transportation Element promotes a multi-modal regional transportation system that meets the travel needs of residents, workers, and visitors, while improving regional mobility and air quality through expanded transportation alternatives, transit-oriented development, and strict management of federal facility parking supply. NCPC staff finds the proposed project consistent with policies

to reduce parking for single-occupancy vehicles and use of structured parking versus surface parking.

The JBAB installation is located within the Historic District of Columbia Boundaries, which includes the entire District of Columbia outside of the Central Employment Area (CEA) - areas served by transit, however federal facilities in these areas tend to be further than Metrorail stations in the CEA. The Transportation Element includes a policy goal for federal properties within the Historic District of Columbia boundaries to have one space for every four employees (1:4 parking ratio). Under current conditions, the JBAB installation does not meet a 1:4 parking ratio. However, the approved Master Plan includes both short- and long-term strategies to attain a 1:4 parking ratio at the JBAB installation. The proposed project is consistent with the short-term strategy plan outlined in the Master Plan to reduce by 334-employee parking spaces.

### *Stormwater*

The federal Energy Independence and Security Act (EISA 438) and UFC 3-210-10 Low Impact Development requires retaining rainfall on-site through infiltration, evaporation/transpiration, and re-use to the same extent as occupied prior to development. Federal agencies can comply with Section 438 by using a variety of stormwater management practices often referred to as “green infrastructure” or “low impact development” practices including using vegetative practices such as bio-retention. The proposed project complies with EISA 438 by utilizing the option to manage on-site the total volume of rainfall from the 95<sup>th</sup> percentile storm. This option requires design, construction and maintenance of stormwater management practices that manage rainfall on-site and prevent the off-site discharge of stormwater from all rainfall events less than or equal to the 95<sup>th</sup> percentile rainfall event (1.7” for Washington, DC). In compliance with EISA 438 and UFC 3-210-10, a retention volume required to capture the 1.7” of runoff is 4,042 cubic feet (cf).

The existing site generally includes three drainage areas (DA) that combines into a single outfall before discharging into the Anacostia/Potomac Rivers (Figure 7).

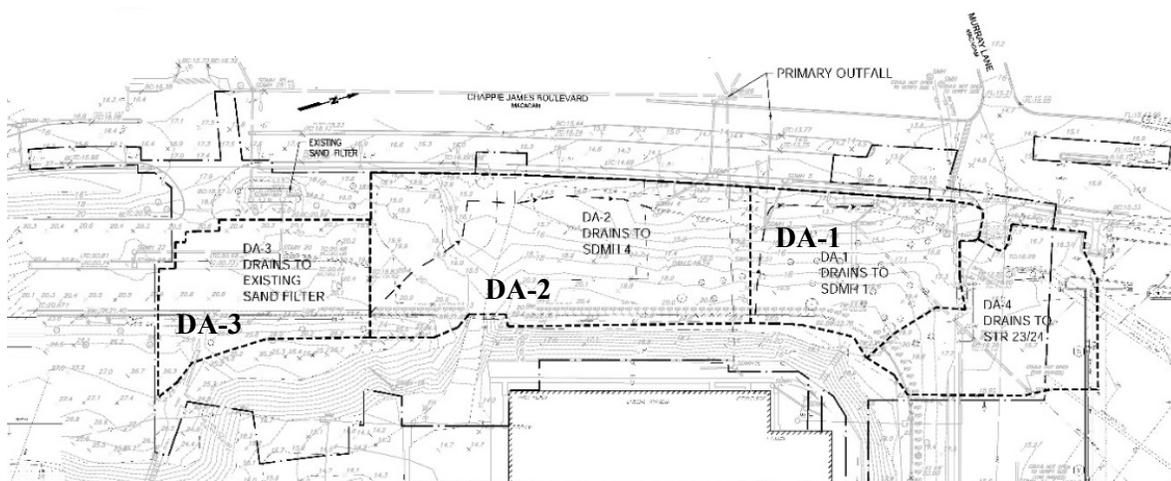


Figure 7: Pre-Development Drainage Area Map

The proposed stormwater management is designed in accordance with District Department of the Environment (DDOE) methodology and procedures. The proposed project incorporates low impact development (LID), adding two bio-retention areas to manage stormwater runoff. The bio-retention proposed north of the parking garage would accommodate a volume of approximately 6,257 cf of runoff. The bio-retention proposed along the western boundary of the project site along Chappie James Boulevard would accommodate a volume of approximately 10,203 cf of runoff (Figure 8).

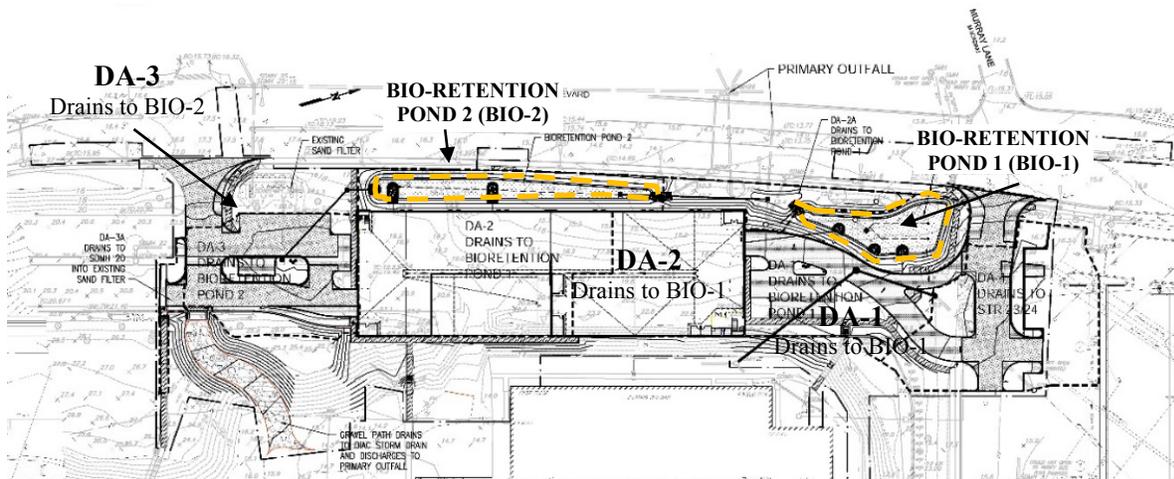


Figure 8: Post-Development Drainage Area Map

The proposed bio-retention basins would capture the majority of the site runoff, treat for quality, and provide additional capacity to attenuate post-development flows to pre-development flows. The table below includes a summary of pre-development and post-development calculations for 15-year and 100-year runoff rates area from Bio-retentions 1 and 2. The calculations considered the shortest critical storm duration (approximately 20 minutes) to evaluate the pre- and post-development discharges. The size of the maximum storage volume for the Bio-retention basins based on the critical storm duration, which was longer for Bio-retention-1. The proposed project would have a net reduction in post-development runoff rates to the storm drain systems of 1.9 cubic feet per second (CFS) for 15-year storm and 1.4 CFS for 100-year storm over the pre-development runoff rates.

Summary of Pre-Development and Post-Development Discharges for DIAC Parking Garage at the Primary Outfall for Drainage Areas BIO-1 (DA-1) and BIO-2 (DA-2/3)		
Return Period	Pre-Development (CFS)	Post-Development (CFS)
15-year	7.1	5.2
100-year	8.4	7.0

Table 1: Summary of Pre-Development and Post-Development Discharges

The proposed project includes bio-retention areas, which would detain runoff for the 95<sup>th</sup> percentile rain event, designed to accommodate the volume requirement of 4,042 cf. This bio-retention as sized would meet both DDOE and EISA 438 stormwater requirements.

### *Lighting*

In January 2014, the Commission requested additional information on the proposed lighting plan. The proposed project would include energy efficient light-emitting diode (LED) light fixtures for the interior and exterior of the garage and down lit to minimize light spillage. The lighting design on top of the garage complies with the *Department of Defense Unified Facilities Criteria – Interior and Exterior Lighting Systems and Controls* and life and safety requirements for secure buildings.

The LED light fixtures in the stair towers would not include timers or motion detectors. According to the applicant, the Energy Code provides exceptions overriding the requirements for timers/motion detectors for purposes of safety to exclude stairwells used for means of egress - manufacturer's claims of occupancy sensors that fail in the "on" position and reliance on programmed periods of non-occupancy are insufficient to risk the loss of light in a means-of-egress stairwell.

### **Relevant Federal Facility Master Plan**

In September 2014, the Commission approved the JBAB Master Plan, which includes the new site location for the proposed project. According to the JBAB Master Plan, there is approximately 13,811 employees with 8,259 employee parking spaces, equating to an employee-parking ratio of one space for every 1.67 employees (1:1.67). In the approved JBAB Master Plan, the Navy has committed to achieving NCPC's Comprehensive Plan employee parking ratio goal of one space for every four employees (1:4) within the timeframe of the master plan. The Master Plan's short-term (5-year) strategies discourage SOV travel by reducing employee parking by approximately 10% (833 spaces) to improve the installations overall parking ratio from 1:1.67 to 1:1.86. The short-term strategies are initial steps for the installation to meet the long-term 1:4 parking ratio goal.

The proposed project is consistent with the Master Plan's short-term strategy to reduce employee parking by replacing the existing 934-space parking structure with a new 600-space facility that would have a net reduction of 334 parking spaces. The proposed parking garage would consist of 719 parking spaces (600 employee parking and 119 restricted visitor/government parking), with a net reduction of 334 employee parking spaces at the JBAB installation. The proposed project is consistent with the approved 2014 Master Plan.

### **National Environmental Policy Act (NEPA)**

Pursuant to Section 610(a) of Public Law 93-166, NCPC is advisory in its review authority over the project, and therefore, does not have an independent NEPA obligation.

The Department of Navy determined that the proposed action meets the criteria for a Categorical Exclusion under *SECNAVINST 5090.6A, Policies and Responsibilities for Implementation of the National Environmental Policy Act within the Department of Navy, date April 26, 2004* and excluded from further documentation under NEPA.

The proposed projects meets the following criteria: (34) "New construction that is similar to existing land use and, when completed, the use or operation of which complies with existing

regulatory requirements;" (35) "Demolition, disposal or improvements involving buildings or structures when done in accordance with applicable regulations including those regulations applying to removal of asbestos, PCBs, and other hazardous materials."

### **National Historic Preservation Act**

Pursuant to Section 610(a) of Public Law 93-166, NCPC is advisory in its review authority over the project, and therefore, does not have an independent Section 106 obligation.

In June 6, 2014, the District of Columbia State Historic Preservation Officer (SHPO) made a conditional finding that the proposed new location of the DIAC parking garage would have no adverse effect for both archaeology and the built environment. In June 2014, a Phase IB archaeological identification survey including geoarchaeology was completed and the Department of Navy submitted a draft technical report to DC SHPO. The project area has been heavily disturbed with cutting and filling during the construction of New Bolling Field and DIAC.

In the May 21, 2015 letter, DC SHPO determined that the project would have no adverse effect on historic properties conditioned upon fulfillment of measures stipulated below:

- Submission of a final technical report revised following DC SHPO comments and per *DC Archaeology Guidelines*;
- Submission to the DC HPO of a copy (digital and electronic) of all the field notes, records, and GIS data for curation, all prepared following *DC Archaeology Guidelines*; and
- Additional consultation with DC HPO should project plans change. If any type of unanticipated archaeological discovery is made during construction, immediately contact the City Archaeologist.

## **III. CONSULTATION**

### **Coordinating Committee**

The Coordinating Committee reviewed the proposed project at its June 17, 2015 meeting. The Committee forwarded the proposed preliminary and final site and building plans to the Commission with the statement that the project has been coordinated with all participating agencies. The participating agencies included NCPC, District of Columbia Office of Planning, District of Columbia State Historic Preservation Office, District of Columbia Department of Transportation, U.S. General Services Administration, National Park Service, and Washington Metropolitan Area Transit Authority.

### **U.S. Commission of Fine Arts**

At its November 21, 2013 meeting, the U.S. Commission of Fine Arts (CFA) approved the concept design for the new multi-level parking garage to replace the existing garage at the DIAC. CFA approved the final design with the revised location at its June 18, 2015 meeting.