



Executive Director's Recommendation

Commission Meeting: January 7, 2016

PROJECT National Capital Region Campus Renovation Project and Park Police District 1 Substation --East Potomac Park 1100 Ohio Drive, SW, Washington, DC	NCPC FILE NUMBER 7703
SUBMITTED BY United States Department of the Interior National Park Service	NCPC MAP FILE NUMBER 1.52(38.00)44206
REVIEW AUTHORITY Approval per 40 U.S.C. § 8722(b)(1) and (d)	APPLICANT'S REQUEST Final approval of site and building plans
	PROPOSED ACTION Approve as requested
	ACTION ITEM TYPE Consent Calendar

PROJECT SUMMARY

The National Park Service (NPS) proposes two actions affecting multiple NPS facilities on East Potomac Park. They include:

- 1) Construction of a new 13,000 SF facility for the US Park Police (USPP) District 1 Substation on an existing parking lot
- 2) Renovation of all four wings (74,000 SF in total) of the National Capital Region Campus, including site accessibility and stormwater improvements

Together, these actions will allow the consolidation of the National Capital Region (NCRO), US Park Police (USPP), and National Mall and Memorial Parks (NAMA) headquarters into a renovated, more energy and space efficient National Capital Region Campus. The above actions will also provide the USPP District 1 with a new purpose built police station, and move the existing NAMA and USPP District 1 functions out of the 100 year floodplain. As a result of consolidation, NPS will demolish temporary trailers used by NAMA and NCRO, and provide more appropriate use of historic structures currently occupied by NAMA and the existing District 1 Substation.

Existing Conditions

The four wings of the National Capital Region Campus are currently occupied by the NCRO and USPP Headquarters. The wings were originally constructed between 1963 and 1969 as part of the "Mission 66" program to improve national parks, infrastructure, and buildings, and were designed by William M. Haussmann, chief of the National Capital Office of Design and Construction. These buildings were identified in a March 2014 National Register of Historic Places nomination. The NAMA headquarters are currently located in a historic building and temporary trailers on the Washington Channel shoreline of East Potomac Park. The USPP District 1 Substation (D1 Substation) is currently located in a historic bathhouse near the golf course on Hains Point. Both the USPP District 1 facility and the NAMA headquarters are located in the 100 year floodplain.

KEY INFORMATION

- This project will consolidate park service functions into a smaller footprint and increase the energy performance of the headquarters facility. The project will also remove three temporary trailers, and move incongruous functions out of historic buildings.
- Though this project invests money in administrative and service land uses on East Potomac Park, the overall effect of the project is to enhance the waterfront experience and recreational use in the Park.
- While construction is occurring at the highest point on East Potomac Park, all facilities, including a critical facility (the proposed D1 Substation), are still within the 500 year floodplain. The net result of this project, however, is to reduce flood risk to NPS facilities on East Potomac Park.

RECOMMENDATION

The Commission:

Approves the final site and building plans for the National Capital Region Campus Renovation Project and Park Police District 1 Substation.

PROJECT REVIEW TIMELINE

Previous actions	Preliminary site and building plan review (September 2015)
Remaining actions (anticipated)	None.

PROJECT ANALYSIS

Executive Summary

The renovation of the NPS headquarters facilities and the new construction of the D1 Substation will improve the working conditions for NPS staff, reduce flood risk, and improve the recreational mission of East Potomac Park. The project is consistent with the overall goals of the *Comprehensive Plan for the National Capital*. Staff is recommending **the Commission approve the final site and building plans for this project.**

Analysis

After preliminary review, the two outstanding issues on this project were flood protection and stormwater planning for the D1 Substation.

Flood Protection for the D1 Substation

In preliminary review, staff was concerned about the effect of floods from two perspectives: damage to the facility, and interruption of USPP operations. NPS proposes to raise the finished floor elevation of the D1 Substation to reduce the risk of flood damage to the facility, while additional emergency preparedness planning will help to ensure continuous operations of the USPP during floods.

Preventing Flood Damage to the Facility

Almost all of East Potomac Park is in the 100 year floodplain, with small “highland” areas in the 500 year floodplain. These areas include the East Potomac Pool and Driving Range, and the National Capital Region Campus, where all of this project’s investment is occurring. The elevation of the 100 year flood at East Potomac Park is 11.3 feet, and the elevation of the 500 year flood is 14.9 feet.

In the September 2015 preliminary review, the finished floor elevation of the proposed D1 Substation was 13.3 feet; 2 feet higher than the 100 year flood elevation. As a result of changes in design, the finished floor elevation for the D1 Substation is now at 14.3 feet, or 3 feet higher than the 100 year flood elevation. The raised elevation will be achieved through additional fill to the site and will be retained by a perimeter site wall that will be approximately 30 inches in height. Sloped paths allow for pedestrian and vehicle access from the building to the lower elevations. The material of the perimeter wall has changed from weathering steel to cast in place concrete.

Raising the finished floor elevation of the D1 Substation brings this facility into compliance with Executive Order 11988 as amended by Executive Order 13690 (*Establishing a Federal Flood Risk Management Standard and a Process for Further Soliciting and Considering Stakeholder Input*). The recently amended executive order encourages federal agencies to design with floods higher than the 100 year flood in mind. For critical facilities, such as the D1 Substation, the amended

Executive Order offers using the 100 year flood elevation plus 3 feet as one way to define the regulatory floodplain.

While facilities can be at risk of flooding at any elevation, staff is confident that the revised plans for the D1 Substation have provided a level of flood protection for the facility and its assets that is acceptable under current federal policy.

Impact of Flooding on US Park Police Mission

Simply protecting the US Park Police D1 Substation facility against floods does not prevent an interruption in USPP operations. Though the facility itself would be protected in a flood with an elevation of 14.3 feet, the access roads and facility parking lot would be underwater. Access roads from Ohio Drive and Buckeye Drive would be flooded when the Potomac River levels reach approximately 11 feet, while the facility parking lot would start to be flooded at a river elevation of approximately 13 feet.

The National Park Service is aware of these potential access issues during floods, and if a severe flood is predicted, much like a snow emergency, critical equipment would be moved out of the facility and to the Brentwood Maintenance Facility or to other areas within the parks. Non-excepted employees who are critical to operations and management would also report to Brentwood, with excepted employees being expected to telework. Fortunately, severe flooding events such as storm surge flooding associated with coastal storms or river flooding, can be predicted days in advance, which allows the National Park Service enough time to relocate personnel and equipment.

Stormwater

Because this project takes place in the District of Columbia, it is subject to the District Department of Energy and Environment's (DOEE) stormwater regulations in addition to Section 438 of the Energy Independence and Security Act of 2007 (EISA). The applicant is treating the two actions in this project (renovation and new construction) as separate actions. Because the renovation action will disturb less than 5,000 SF of land, it is not subjected to EISA regulations, but it is still subject to DOEE regulations because it is considered a major substantial improvement activity. New construction of the USPP D1 Substation, however, must comply with both EISA and DOEE.

District Department of Energy and Environment Stormwater Regulations

The final design submission for the headquarters renovation includes three bioretention facilities located in existing parking lot islands to the north and west of the headquarters building. These facilities, in combination with protection of 6 trees during the installation of a hydrodynamic separator, result in a stormwater retention volume of 2,328 cubic feet, which matches exactly the 2,328 cubic feet required by DOEE. DOEE approved the applicant's stormwater management plans for the headquarters renovation on December 14, 2015.

The final design submission for the D1 Substation includes three bioretention facilities with overflow structures to convey stormwater events larger than the 15 year storm. The total retention volume of these sites is 8,778 cubic feet, which is greater than the 8,324 cubic feet required by

DOEE's stormwater regulations. NPS will seek final approval from DOEE in Spring of 2016 and in the meantime is working closely with DOEE to ensure that the plans for construction of the new D1 Substation meet DOEE stormwater regulations.

Section 438 of the Energy Independence and Security Act of 2007 (EISA)

EISA requires "the sponsor of any development or redevelopment project involving a federal facility with a footprint that exceeds 5,000 square feet to use site planning, design, construction, and maintenance strategies for the property to maintain or restore, to the maximum extent technically feasible, the predevelopment hydrology of the property with regard to the temperature, rate, volume, and duration of flow."

As described above, only the construction of the D1 Substation is subject to EISA regulations. The National Park Service has determined that it is not technically feasible for the project to retain more than 8,778 cubic feet of water on site, due to the limited footprint of the D1 Substation and the need for secure parking, vehicular circulation, and security. The site design of the D1 Substation includes small-scale, decentralized stormwater management techniques that passively capture, treat, and redirect runoff to the greatest extent practicable to meet EISA requirements.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted in the *Executive Director's Recommendation* for preliminary approval, this project meets the basic goals of the *Comprehensive Plan for the National Capital* and the *Monumental Core Framework Plan*.

National Historic Preservation Act

NPS and NCPC each have an independent responsibility to comply with Section 106 of the National Historic Preservation Act. NCPC elected to designate NPS as lead agency for the Section 106 consultation. NPS submitted the project to the District of Columbia State Historic Preservation Officer (DC SHPO) and the DC SHPO issued a no adverse effect determination on July 24, 2015. In their determination, the DC SHPO noted that for purposes of the project, they would consider the National Capital Region Headquarters and U.S. Park Police Buildings eligible for the National Register of Historic Places. The DC SHPO also noted that the rehabilitation work and new police facility were consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

National Environmental Policy Act

NCPC staff determined that the project meets NCPC's categorical exclusion §8(C)(21) of the Commission's Environmental and Historic Preservation Policies and Procedures. This particular categorical exclusion applies to "Review and approval of acquisition of occupiable lease

acquisition, construction or expansion, or improvement of an existing facility where all of the following conditions are met: (a) The structure and proposed use are in compliance with local planning and zoning and any applicable District of Columbia, state, or federal requirements; (b) The proposed use will not substantially increase the number of motor vehicles at the facility; (c) The site and scale of construction are consistent with those of existing adjacent or nearby buildings; and (d) There is no evidence of community controversy or other environmental issues. Prior to applying this categorical exclusion, NCPC staff determined that no extraordinary circumstances were present as required by the Commission's NEPA procedures.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its December 16, 2015 meeting. The Committee forwarded the proposal to the Commission with the statement that it has been coordinated with all participating agencies. The participating agencies were: NCPC; the District of Columbia Office of Planning; the District of Columbia Department of Transportation; the District of Columbia State Historic Preservation Office; the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts (CFA) reviewed and approved the concept design for a new U.S. Park Police District 1 Substation in May 2015. In their approval, CFA expressed appreciation for the care taken in developing the design, commenting that the building's character would be appropriately subdued and respectful of the site, and that the articulation of its facades would present a suitable identity for this utilitarian facility. The Commission also commented that the building and associated fenced vehicular area would be an extensive insertion into the landscape, a perception that could be mitigated through further design refinement. In its May 2015 meeting, the CFA reviewed only the construction of the D1 Substation.

On November 30, 2015, the CFA reviewed and approved the revised concept design for the new police substation facility. The CFA also approved the design for exterior modifications to improve access to the regional headquarters building, and delegated the review of the final designs of both projects to the staff.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Submission Package
- Project Synopsis

Prepared by N. Bonard
12/30/2015

POWERPOINT (ATTACHED)

Project #7703

**National Capital Region Campus Renovation Project
and Park Police District 1 Substation**

Washington, DC

Submitted by the National Park Service

Final approval of site and building plans

Commission meeting date: January 7, 2016

NCPC review authority: Approval - Federal Projects in the District, pursuant to 40 U.S.C. § 8722(b)(1) and (d)

Applicant request: Final approval of site and building plans

Delegated / consent / open / executive session: Consent

NCPC Review Officer: N. Bonard

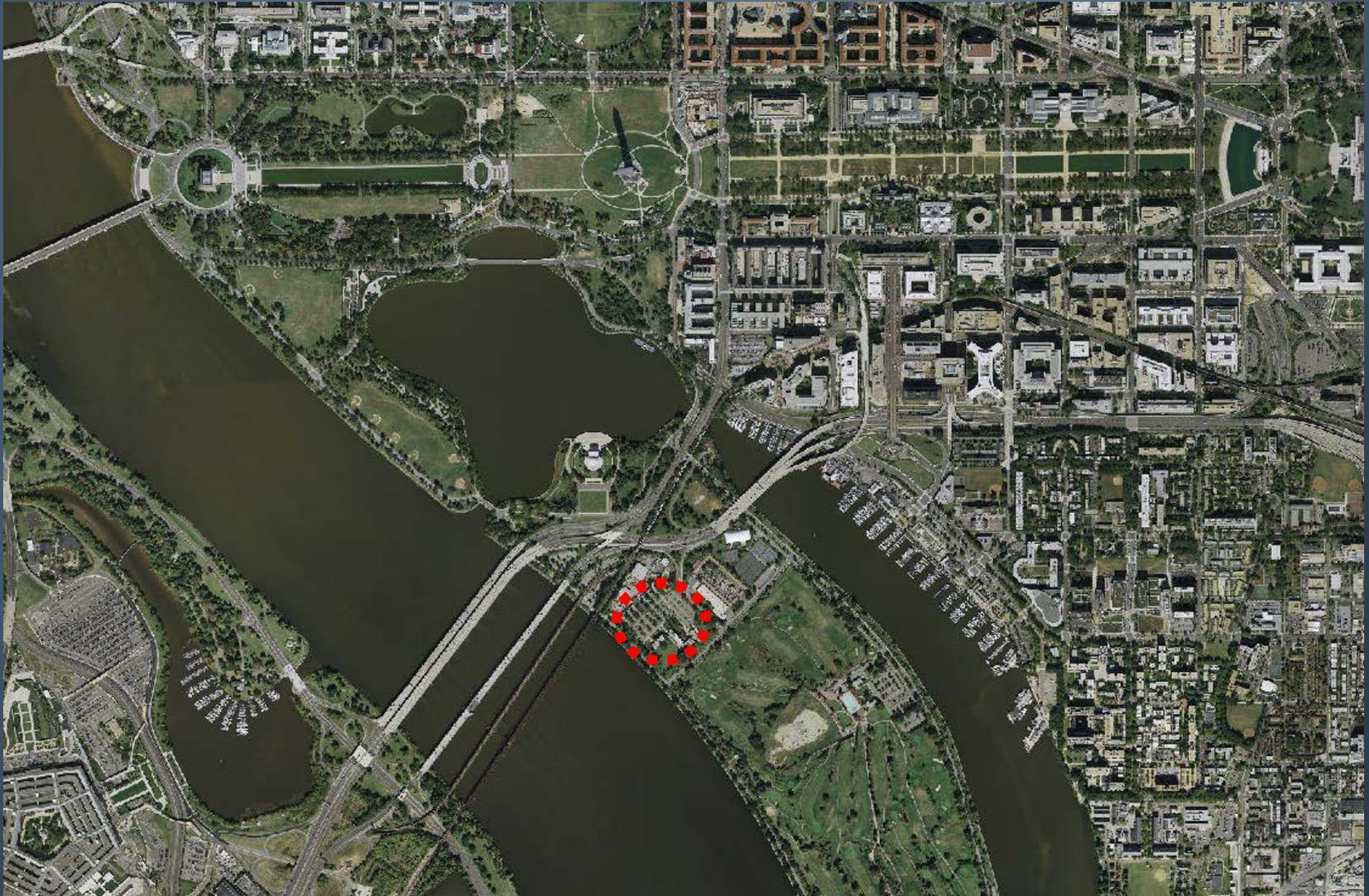
NCPC File number: 7703

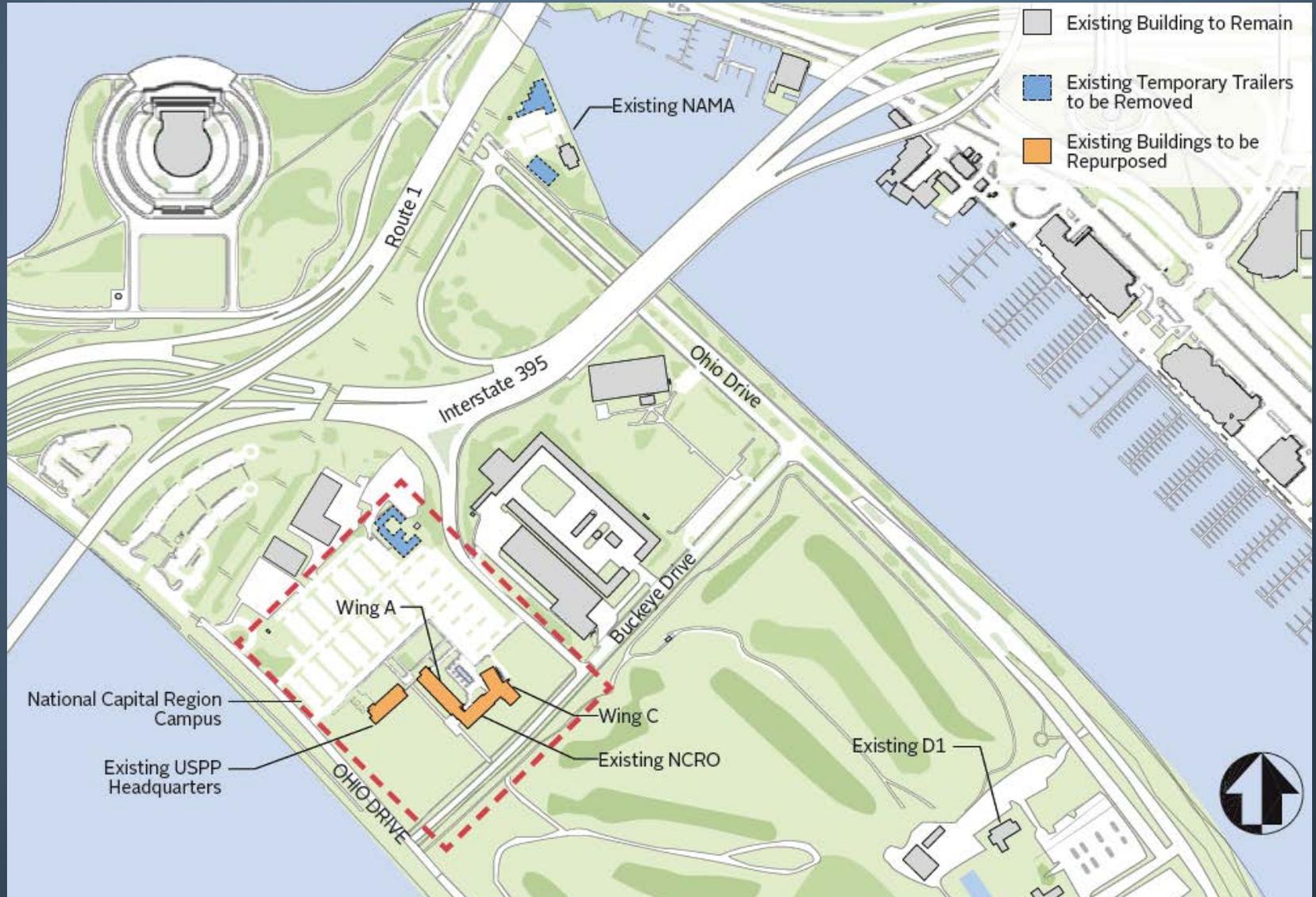
Project summary:

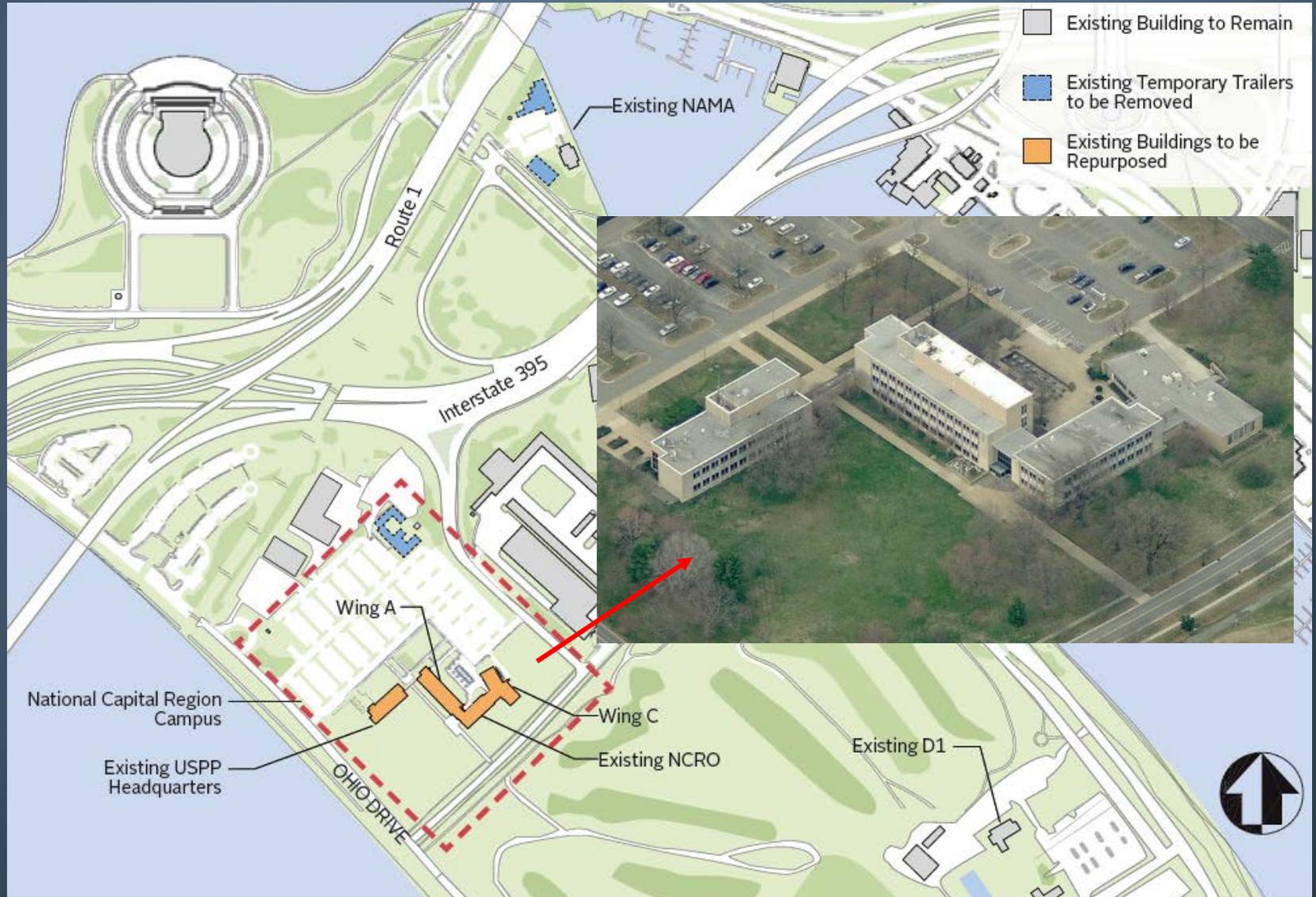
The National Park Service (NPS) proposes two actions affecting multiple NPS facilities on Hains Point. They include:

- 1) Construction of a new 13,000 SF facility for the US Park Police (USPP) D1 police station
- 2) Renovation of the National Capital Region (NCRO) Headquarters and USPP Headquarters

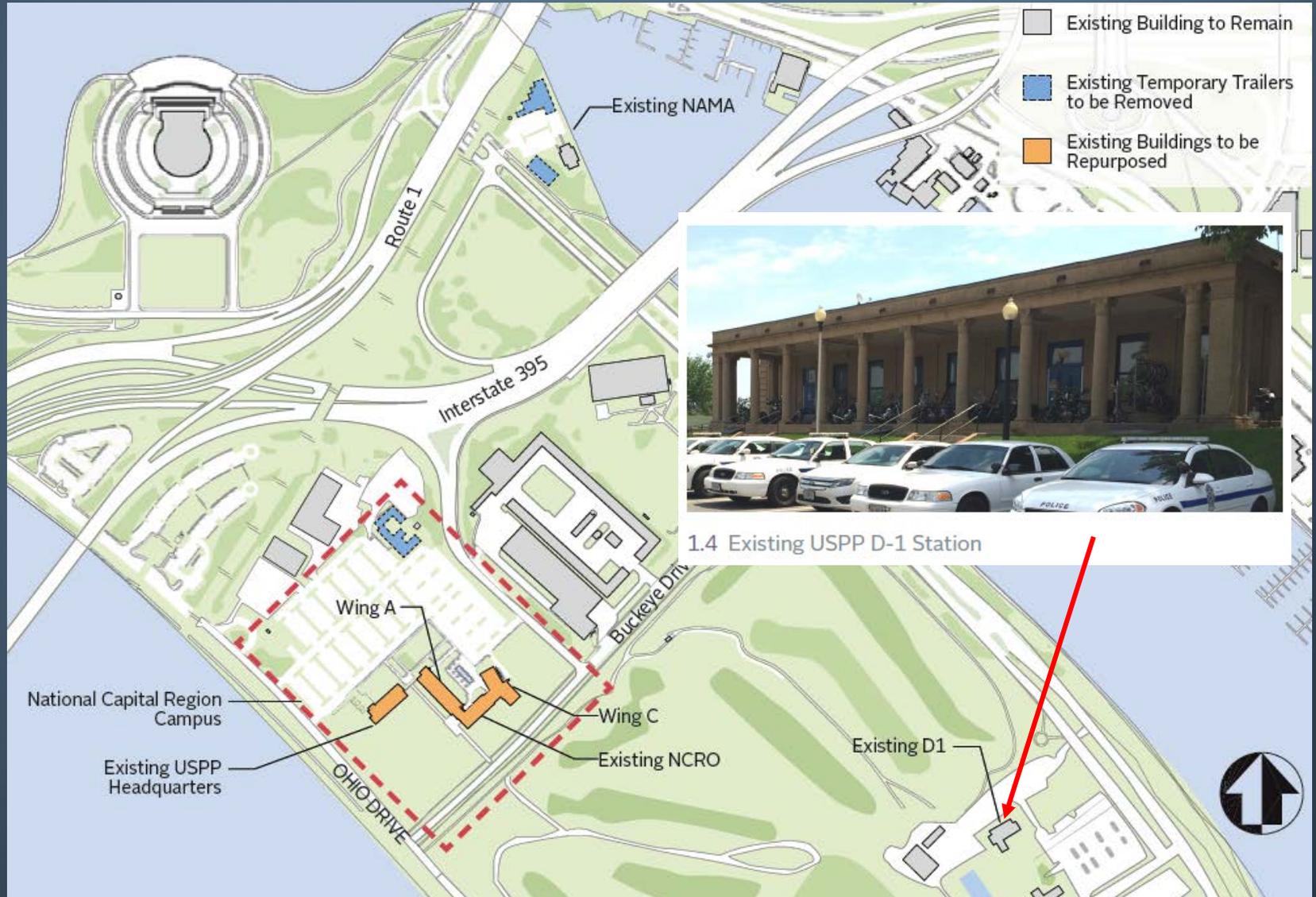
Together, these actions will allow the consolidation of NCRO, USPP, and National Mall Headquarters (NAMA) into renovated existing facilities that achieve the Department of Interior standards for office space. The above actions will also provide the USPP D1 with a new purpose built police station, and move the existing NAMA and USPP D1 functions out of the 100-year floodplain. As a result of consolidation, NPS will demolish temporary trailers used by NAMA and NCRO, and provide more efficient and sustainable use of historic structures currently occupied by NAMA and the existing D1 police station.

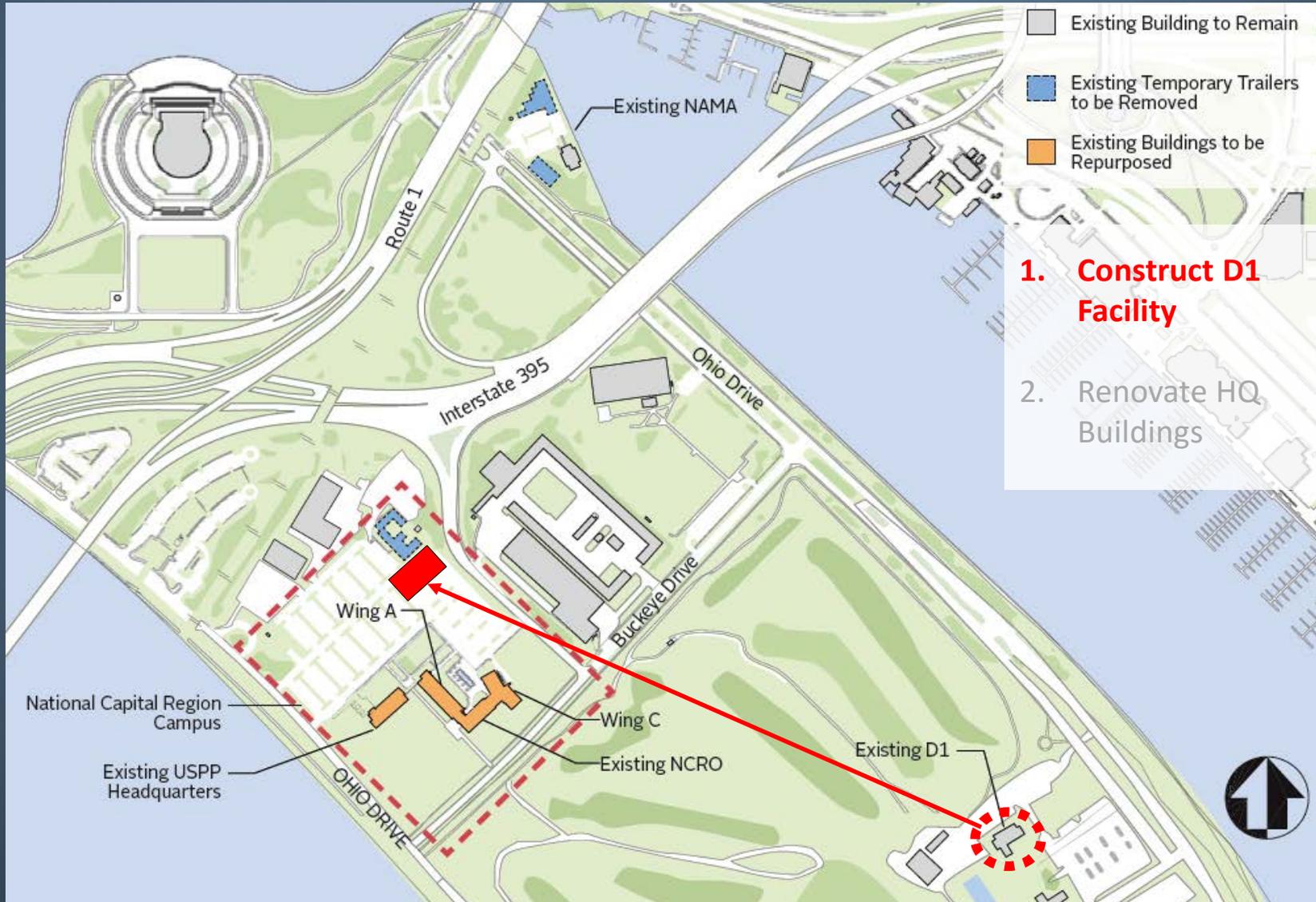


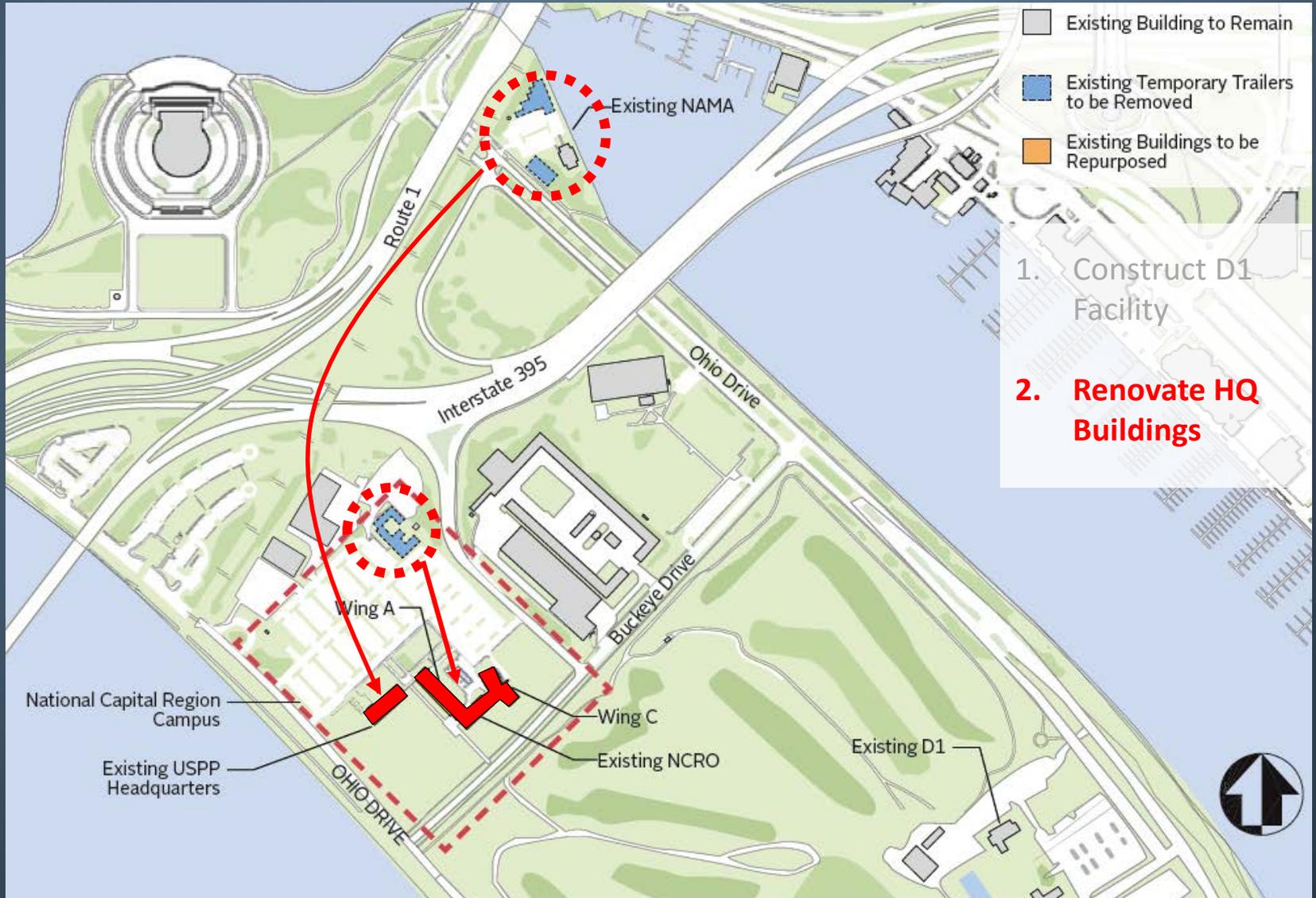




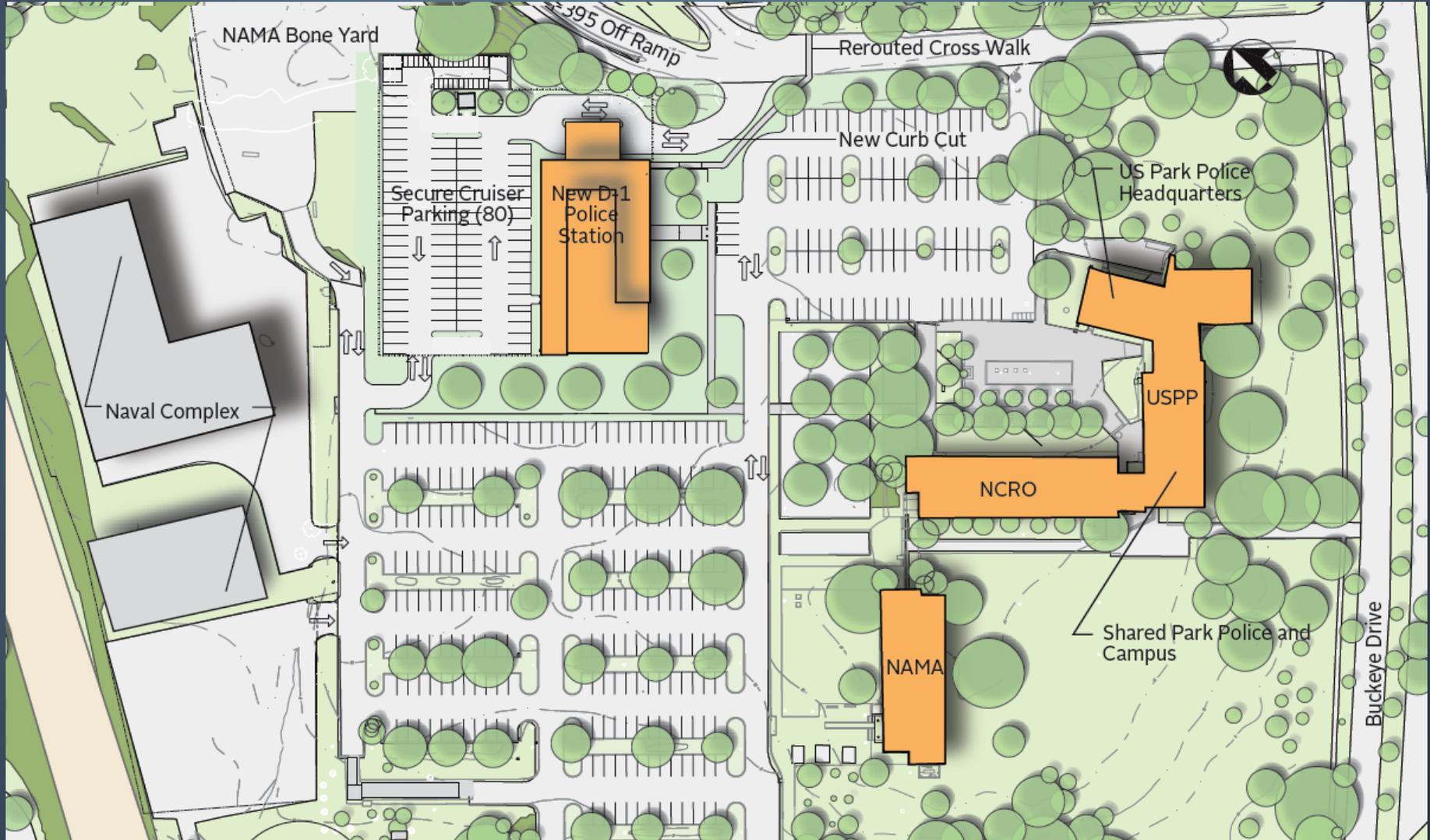












East Potomac Park



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1.34 Proposed USPP D1 aerial view from Buckeye Drive intersection





1.44 Proposed USPP D-1, view from National Capital Region Office (NCRO)





NPCP STAFF NOTE: This map shows the 500 year floodplain in orange which includes land at elevations between 11.3 feet and 14.9 feet. The D1 Police Station facility is designed to an elevation of 14.3 feet, which meets one of the standards defined in Executive Order 13690.