



Executive Director's Recommendation

Commission Meeting: July 12, 2018

PROJECT Joint Base Andrews Consolidated Communications Center Joint Base Andrews Camp Springs, MD	NCPC FILE NUMBER 7902
	NCPC MAP FILE NUMBER 3207.00(38.00)44780
SUBMITTED BY United States Department of Defense Department of the Navy	APPLICANT'S REQUEST Approval of preliminary site and building plans
REVIEW AUTHORITY Federal Projects in the Environs per 40 U.S.C. § 8722(b)(1)	PROPOSED ACTION Approve of preliminary site and building plans with comments
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The United States Department of Defense has submitted preliminary designs for the construction of a new 79,000 square foot, two-story building on a previously-developed site on Joint Base Andrews (JBA). The Commission reviewed the concept submission in November 2017. The new building will serve as a Consolidated Communications Center (CCC) for the Air Force's 89th and 744th Squadrons, supporting communications for the Air Force, White House, and other federal organizations. After construction of the new center, the Air Force will demolish Buildings 1539 and 1558, which currently house the communications functions, as well as remove surface parking adjacent to the buildings.

Joint Base Andrews spans 4,436 acres in central Prince George's County, bordered by Allentown Road on the west, Pennsylvania Avenue (Route 4) on the east, and Suitland Parkway to the north. The main installation has a daytime worker population of approximately 17,000, a residential population of approximately 2,600, and is home to various commands from the Department of Defense, Maryland National Guard, Maryland State Police, and District National Guard.

KEY INFORMATION

- The Department of the Navy has submitted the proposed project on behalf of the Air Force. Therefore, all project-specific comments are directed to the Navy and all other installation planning comments are directed to the Air Force.
- The Commission reviewed a concept for the Consolidated Communications Center project in November 2017.
- The Consolidated Communication Center will consolidate two existing communication facilities located elsewhere on the campus onto a single site. It will not increase employment as it is simply a relocation and consolidation of facilities.

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- The selected project site is located near Buildings 1539 and 1558 to reuse existing underground infrastructure, which would be expensive to extend to other possible sites located further away on JBA.
 - The Consolidated Communications Center is included in the current draft 2016 JBA Installation Development Plan, reviewed by NCPC in January 2018. Although the Plan functions more as a framework document with goals and objectives and does not include site planning pertaining to future installation development.
 - In lieu of a more detailed Area Development Plan for this part of the installation, the Navy has provided a conceptual framework for a future small area plan for the Administration and Support District (Planning District 7) to help inform the Commission's analysis and recommendations.
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RECOMMENDATION

The Commission:

Approves the preliminary site and building plans for the new Consolidated Communications Center (CCC), located at Joint Base-Andrews in Camp Springs, Maryland.

Finds that the Navy has modified the site and building design in a number of ways to respond to concept comments by the Commission and to minimize project costs.

Commends the Navy for eliminating the new 300-space surface parking lot in front of the building and for utilizing existing parking adjacent to the site.

Notes that the Air Force has requested funding to complete an Area Development Plan for the Administration and Support District in 2019/2020. In the meantime, the Air Force has submitted a concept plan for Commission use until an updated Area Development Plan is available for the District.

Supports the conceptual framework for the Administration and Support District, which creates a simple street grid centered around two major arterials, Alabama Avenue and D Street, in addition to a center street through the heart of the District.

Site Design

Finds that the proposed site plan for the CCC does not preclude the D Street extension nor the proposed center street as shown in the 2010 concept plan.

Finds the re-routing of Alabama Avenue through two parking lots in the interim will not be problematic since the only intended use for this portion of Alabama Avenue will be to access the CCC.

Finds the building's main entry, at its point of inflection, is not on-axis with the center street due to site limitations and the need to utilize existing roads and parking in the interim for cost savings.

Requests that the Navy maintain the proposed orientation of the east wing/future expansion (approximately parallel to the D Street expansion) and the location of the driveway at the terminus of the proposed center street to support the street grid/development framework for the Administration and Support District.

Requests the Air Force update the Architectural Compatibility Standards for Joint Base Andrews to reflect current design practices when they submit the Area Development Plan for the Administration and Support District in the future.

General Comments

Requests information in the final submission that demonstrates compliance with applicable State and federal stormwater management requirements.

Requests final landscape plans as part of the final submission that reflect a one-to-one replacement ratio based on tree removal.

PROJECT REVIEW TIMELINE

Previous actions	November, 2017 – Concept review
Remaining actions (anticipated)	Fall 2018 – Approval of final site and building plans

PROJECT ANALYSIS

Executive Summary

NCPC staff has reviewed the project and recognizes that consolidation of Air Force and other federal communication missions into a single building results in a more efficient operation and use of building space. The preliminary design differs from the previous concept design, reviewed by NCPC in November 2017, with a number of modifications to respond to Commission comments and to minimize project costs. In lieu of a definitive broader-level planning context for the project site, the Navy has provided a 2010 concept plan for guidance. Therefore, staff recommends that the Commission **approve the preliminary site and building plans for the new Consolidated Communications Center, located at Joint Base-Andrews in Camp Springs, Maryland.**

Background

The proposed Consolidated Communications Center (CCC) will consolidate multiple communication missions at the Joint Base Andrews installation. Currently, the missions operate out of two separate buildings – Building 1539 and Building 1558. Both buildings are dated and do

not comply with current energy efficiency standards. The intent of the project is to consolidate the different missions into a single building, designed with two levels and approximately 79,000 square feet of interior space. The new CCC building will comply with installation design standards, with a brick façade, concrete bordering, and metallic roof, in compliance with modern-day energy efficient standards. The proposed footprint includes expansion space for a future east wing addition. The building design is consistent with the current architectural compatibility standards for the installation, but includes faux windows on all sides because the intended use does not allow real windows.

As part of Phase 1, the Air Force will construct the CCC on a new site, which is currently occupied with various dated buildings that previously housed maintenance uses. During Phase 2, the older buildings (1539 and 1558), associated surface parking, and access drives will be demolished and the sites converted into open green space. The new CCC site is located near existing Buildings 1539 and 1558 to benefit from existing underground utilities, which would be expensive to relocate or extend to a further-away site on the installation. The new building will be set back from all adjacent parking and roadways by 88-feet pursuant to Anti-Terrorism/Force Protection (AT/FP) standards. Other ancillary site improvements include perimeter security fencing, a mechanical yard, fire/emergency access drive, loading dock/service area, and maintenance/service vehicle parking.

The Navy has modified the concept design to accommodate previous NCPC comments and to reduce construction costs. They propose to:

- Maintain the original northern arch roadway that fronted the previous old installation headquarters building in the interim, as well as some of the radial-oriented surface parking lots.
- Eliminate the new on-site 300-space surface parking and utilize the existing lots (with 270 spaces) adjacent to the site.
- Reduce the building size from approximately 98,000 to 79,000 square feet.
- Connect the emergency/delivery access drive along the south-side of the building, allowing access between Alabama and Arkansas Roads.
- Reduce the size of the maintenance yard.
- Reconfigure and relocate the separate government vehicle parking lot on-site.
- Reduce the delivery area in size from two to one loading dock.

In addition, the submission specifies that the building will include showering/locker room facilities; on-site bicycle racks; and reserved carpool/vanpool parking in nearby parking lots as requested in NCPC's previous concept comments. Preliminary plans show an arched drive in the front of the building to accommodate drop-off traffic and for use as a potential transit stop in response to previous Commission comments as well. The site is required to maintain an 88-foot AT/FP buffer around the entire CCC building per Department of Defense regulations due to its size and future function. Therefore, staff recommends that the Commission **find that the Navy has modified the site and building design in a number of ways to respond to concept comments by the Commission and to minimize project costs.** In light of the Navy's decision to reutilize existing nearby parking rather than constructing an entirely new lot in front of the new CCC (included in the Concept submission), staff recommends that the Commission **commend the**

Navy for eliminating the new 300-space surface parking lot in front of the building and for utilizing existing parking adjacent to the site.

NCPC's CCC concept review (November 2017) preceded the Air Force's draft Joint Base Andrews Installation Development Plan (IDP) submission in January 2018. As such, the Commission's concept review action requested broader-level contextual information on future circulation, street cross sections, parking, stormwater management, and tree/vegetation surrounding the CCC site. Although the IDP provides little contextual information for the future area based on its nature as a recapitalization/framework plan. In response, NCPC recommended that the Air Force prioritize development of an Area Development Plan (ADP) for the local planning district, known as the Administration and Support District. Currently, the Air Force is requesting ADP funding (for FY2019/20), and will submit the future ADP for Commission review when available. Until that time, the Air Force has submitted a staff-produced 2010 concept plan (which include the CCC site) as a planning tool for the Commission. Therefore, staff recommends that the Commission **note that the Air Force has requested funding to complete an Area Development Plan for the Administration and Support District in 2019/2020. In the meantime, the Air Force has submitted a concept plan for Commission use until an updated Area Development Plan is available for the District.**

Analysis

The 2010 concept plan is an illustrative layout of the future Administration and Support District, with notional building footprints, street network configuration, and vegetation. The intent of the plan is to convey the area's future role as a vibrant activity center on the installation, serving as a backdrop to the Jones Building and other more prominent uses. The plan appears to be generally consistent with several policies from NCPC's Urban Design Element, including:

- Provide strategic multi-modal street connections or extensions to adjacent streets or the local street grid to and through installations to provide a continuous transportation network.
- Incorporate shared open space into new federal office developments.
- Break up superblocks and introduce mid-block alleys that can either be used for community open space or shared access to service areas of multiple buildings.
- Principal facades and primary public building entrances should face major streets or open spaces.

The concept plan is notable in its extension of D Street to the west to intersect with Arkansas Avenue. Additionally, an unnamed, north-south, center street would bifurcate the area to create a grid-like circulation network for increased local area connectivity. Therefore, staff recommends that the Commission **support the conceptual framework for the Administration and Support District, which creates a simple street grid centered around two major arterials, Alabama Avenue and D Street, in addition to a center street through the heart of the District.**

Site Design

The 2010 concept plan identifies the proposed CCC site as a single rectangular building footprint on axis with a center street through the heart of the District, situated along the extended D Street.

The CCC building requires an 88-foot AT/FP setback around its perimeter, which precludes a closer street presence as encouraged in a vibrant activity center setting. The building's intended limited-access use, with faux windows, is contrary to its placement adjacent to a development center with a mix of uses and intended higher level of street activity. Nevertheless, the future CCC should adhere to good site design principles as much as possible with its main entrance (at its inside point of inflection) oriented on-axis with the planned center street and/or orienting the east wing parallel to the future extended D Street alignment to reinforce the planned District's southern edge. Staff recommends that the Commission **find that the proposed site plan for the CCC does not preclude the D Street extension nor the proposed center street as shown in the 2010 concept plan.**

Preliminary plans show interim vehicular circulation adjacent to the east, north, and west sides of the new CCC site, via an existing arched roadway that used to define the site of the previous installation headquarters building (prior to construction of the Jones Building.) Vehicles would divert between Alabama Avenue and Arkansas Avenue through two reconfigured parking areas with perpendicular on-street parking, situated along the east and west sides of the new CCC site. However, the proposed interim roadway connection is an interim alignment until D Street is extended westward to intersect with Arkansas Avenue. Functionally, the Air Force indicates that the interim "jogged" Alabama Avenue alignment will be sufficient to accommodate CCC-related traffic since the current Alabama Avenue segment does not serve a lot of "through" traffic. Therefore, staff recommends that the Commission **find the re-routing of Alabama Avenue through two parking lots in the interim will not be problematic since the only intended use for this portion of Alabama Avenue will be to access the CCC.**

Given the design constraints (88-foot AT/FP buffer, preserving as much existing paved area as possible for parking and circulation) and future intended non-public use of the future CCC, its main entrance (at the building's point of inflection) is not on-axis with the center street. Therefore, staff recommends that the Commission **find the building's main entry, at its point of inflection, is not on-axis with the center street due to site limitations and the need to utilize existing roads and parking in the interim for cost savings.**

To support the District's future street grid/development framework, the building's east wing (and future expansion area) should align with the future D Street extension to help define the future district edge. Furthermore, the location of the future CCC arched driveway should be situated at the terminus of the proposed center street to support the District's future street grid/development framework. Therefore, staff recommends that the Commission **request that the Navy maintain the proposed orientation of the east wing/future expansion (approximately parallel to the D Street expansion) and the location of the driveway at the terminus of the proposed center street to support the street grid/development framework for the Administration and Support District.**

The proposed CCC design is consistent with the current 2004 architectural compatibility design standards for the installation. However, in light of the dated appearance of the standards, the Air Force should update its architectural standards for Joint Base Andrews to reflect current design practices as part of the future Administration and Support District Area Development Plan effort.

Therefore, staff recommends that the Commission **request that the Air Force update the Architectural Compatibility Standards for Joint Base Andrews to reflect current design practices when they submit the Area Development Plan for the Administration and Support District in the future.**

General Comments

The preliminary submission states that the project will significantly reduce impervious area within the project's limit of disturbance, and comply with applicable State and federal stormwater requirements under Section 438 of the Energy Independence and Security Act (EISA). The final submission should include performance information to demonstrate project compliance with these requirements. Therefore, staff recommends that the Commission **request information in the final submission that demonstrates compliance with applicable State and federal stormwater management requirements.**

The preliminary CCC submission states that tree removal will be mitigated at a one-to-one ratio, which is consistent with NCPC's no net tree loss policy. The final submission should include final landscape plans that demonstrate the project's proposed one-to-one replacement mitigation. Therefore, staff recommends that the Commission **request final landscape plans as part of the final submission that reflect a one-to-one replacement ratio based on tree removal.**

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

While the proposed project is consistent with Comprehensive Plan policies related to consolidation of office space and building outside of the floodplain, the project appears generally inconsistent with other policies related to mixed-use, compact, low impact development due to the proposed use. The project will provide parking at 60% of the employee population, which is more stringent than NCPC's 1:1.5 (67%) Comprehensive Plan goal for Joint Base Andrews. The project submission states that tree removal will be mitigated at a one-to-one replacement ratio, which is consistent with NCPC's tree replacement policy.

National Historic Preservation Act

The submission states that there are no historic or archaeological resources within the project boundaries. Complete Section 106 documentation will be included in the project's final submission to NCPC. For projects outside of the District of Columbia, NCPC does not have a formal Section 106 review responsibility.

National Environmental Policy Act

The CCC project is included in a multiple projects Environmental Assessment (EA) that pertains to projects within the first five years of the JBA Installation Development Plan. The Final EA will be provided to NCPC as part of the project's final review submission. For projects outside of the District of Columbia, NCPC does not have a formal review responsibility under the National Environmental Policy Act.

CONSULTATION

As part of the Commission's concept review, NCPC referred the project out to the Maryland Department of Planning's project referral clearinghouse, which transmitted the submission to the following agencies: Maryland Department of Natural Resources, Maryland Department of Transportation, Maryland Department of the Environment, Maryland Military Department, Prince George's County, Maryland Department of Planning, and the Maryland Historical Trust. There were no substantive comments transmitted back from any of the State agencies. In addition, NCPC also referred the project directly to the Prince George's division of the Maryland-National Capital Park & Planning Commission (M-NCPPC), which provided a comment related to designing the project to prevent any adverse water quality impacts to Meetinghouse Branch (stream).

The current project submission responds to the comment by pledging to comply with Section 438 of the Energy Independence and Security Act (EISA) through its stormwater management design, intended to replicate pre-project hydrologic conditions in terms of temperature, rate, volume, duration of stormwater flow from the project site. Overall, the project will reduce total impervious area by approximately 6-8 acres to increase soil absorption area and reduce stormwater runoff volumes, which drain into the nearby Meetinghouse Branch.

ONLINE REFERENCE

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

- Project Narrative
- Parking Plan
- Project Drawings/Plans – Sets 1, 2, and 3
- Project Application Form
- Maryland Historic Trust Review Form
- Navy Responses to NCPC Concept Review Comments

Prepared by Michael Weil
07/05/2018

POWERPOINT (ATTACHED)

Joint Base Andrews

New Consolidated Communications Center (P-3003)

Camp Springs, Maryland

Submitted by the United States Department of Defense, Department of the Navy

Preliminary Review

Project Synopsis

Commission meeting date: July 12, 2018

NCPA review authority: Advisory – Federal Project in the Environs (40 U.S.C. § 8722 (b)(1))

Applicant request: Preliminary Review

Delegated / consent / open / executive session: Open Session

NCPA Review Officer: Michael Weil

NCPA File number: 7902

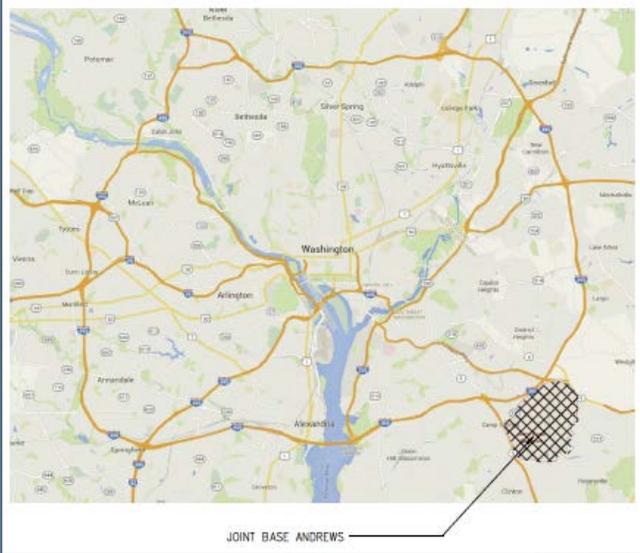
Project summary:

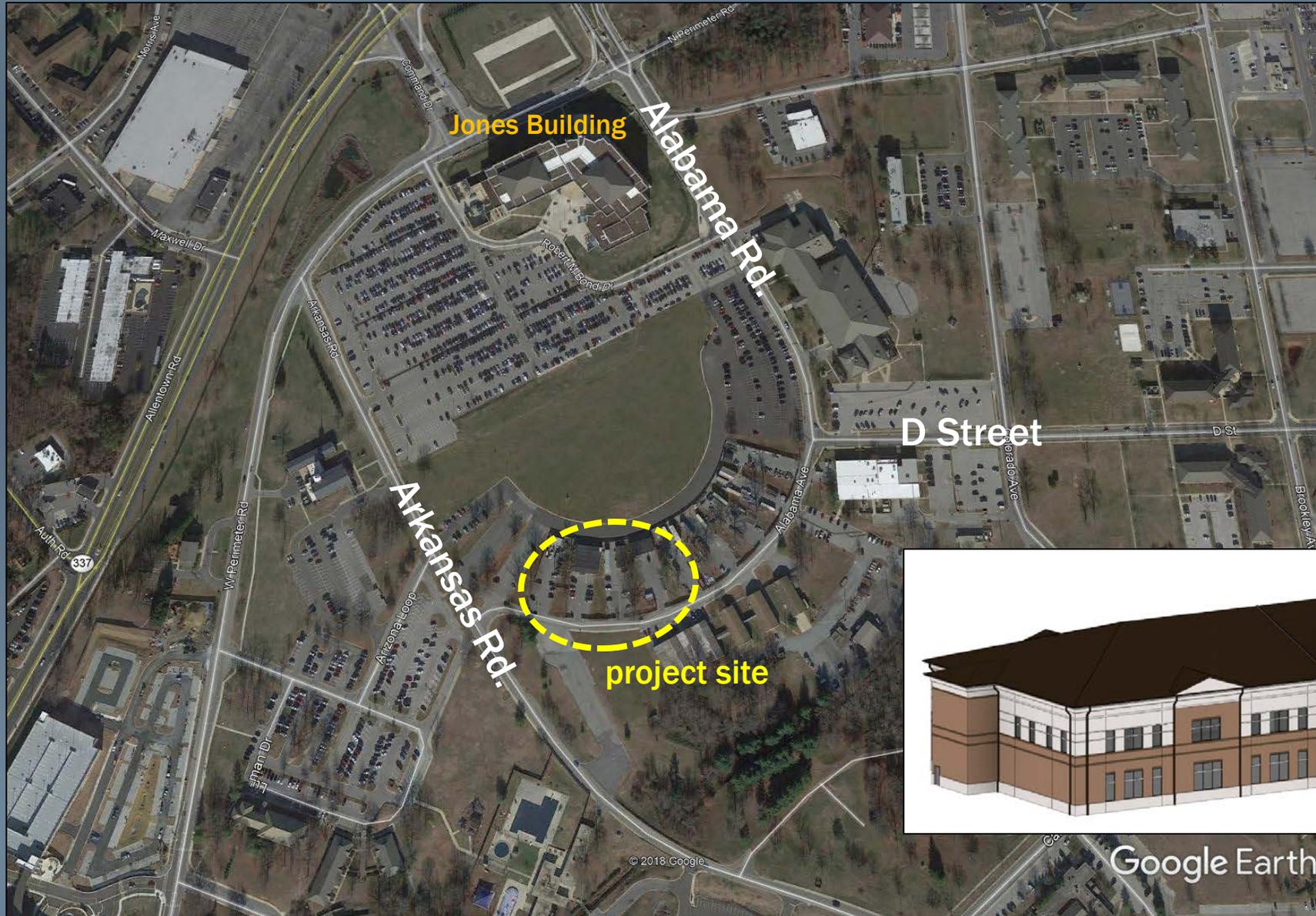
The United States Department of Defense proposes to construct a new 79,374 square foot, two-level building on the site of an industrial area. The new building will serve as a Consolidated Communications Center (CCC) at Joint Base Andrews (JBA) for the Air Force's 89th, 744th, and 844th Squadrons, supporting critical communication functions such as the Air Force, White House, and Defense Information System Agency (DISA), Senior Leaders Command, Control, and Communications Systems (SLC3S). In addition to the new construction, the project scope includes demolition of two facilities (1539 & 1558) totaling 105,841 SF (9,833 SM), including removal of electrical/communication ducts, HVAC equipment, two 25,000-gallon fuel tanks, and associated piping.

Significant changes have been made to the project design since NCPA's previous concept review in November 2017, including:

- Decreased building size (-19,000 SF)
- Fewer parking spaces (-30 spaces)
- Building parking will use existing surrounding parking areas rather than constructing a completely new, reoriented lot, and maintain the existing arch circulation road in front
- Reoriented rear maintenance/delivery access road behind the building

The changes were made based on NCPA's earlier concept comments and desire to reduce project costs.





2017 Concept / 2018 Preliminary Plan Comparison



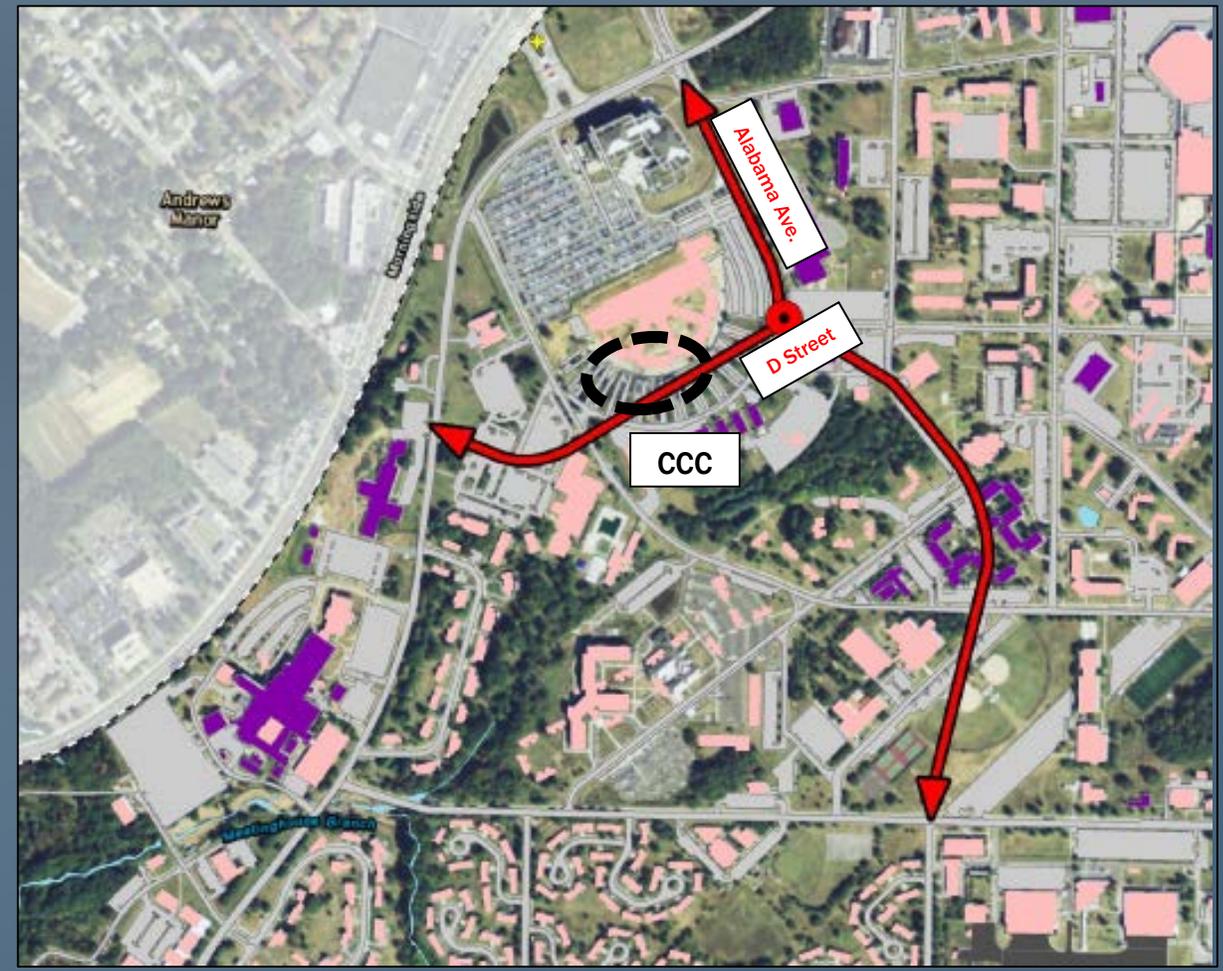
1. arched-road maintained
2. surface parking areas maintained (-30 fewer spaces)
3. smaller building (-19,310 SF)

4. drop-off area (transit)
5. bike rack (10-bike capacity)
6. AT-FP stand-off distance maintained
7. on-site access/circulation





2010 Area Development Plan



2016 JB-Andrews IDP

Planning Considerations – Center street-building orientation

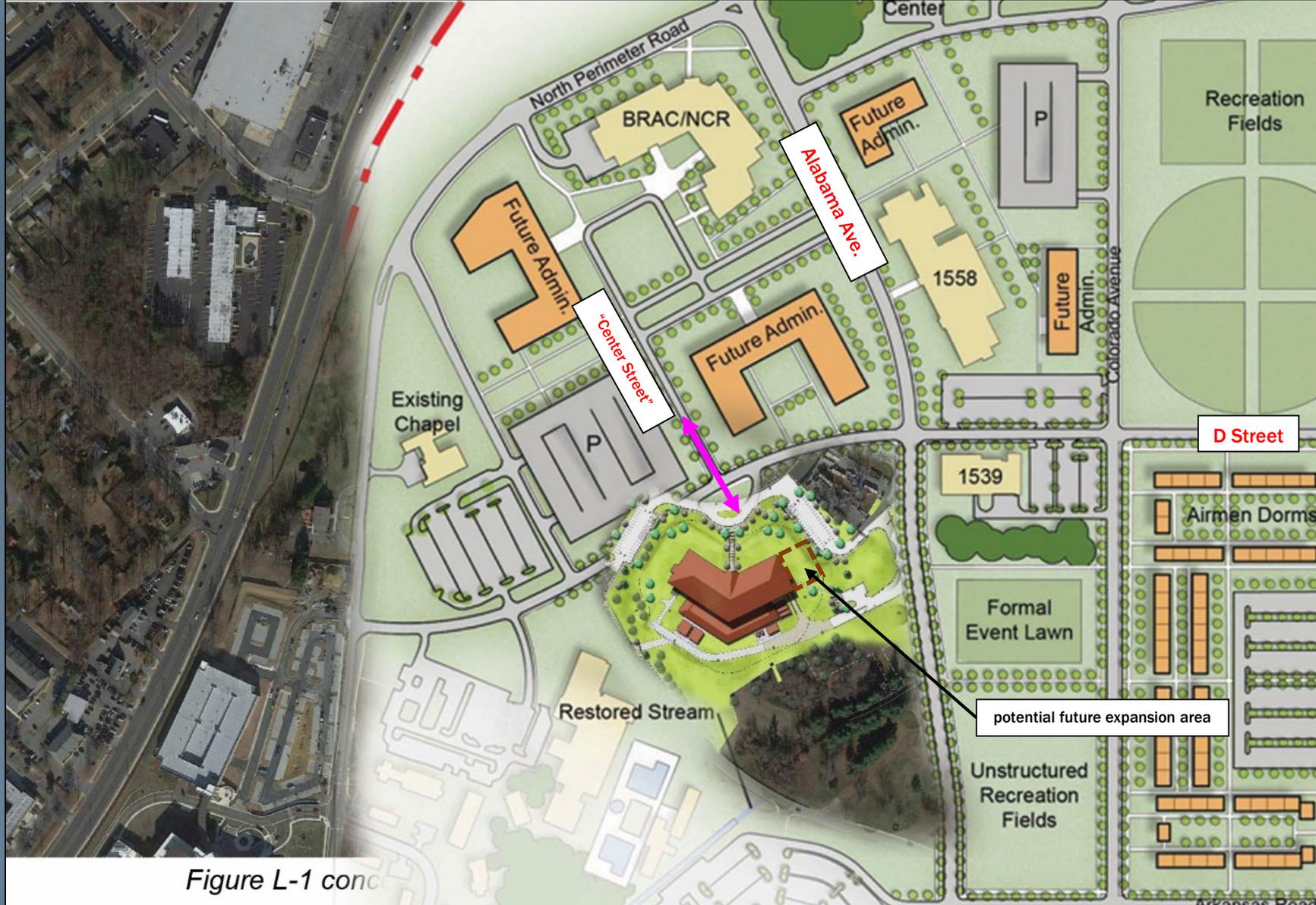


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Planning Considerations – D Street-building orientation

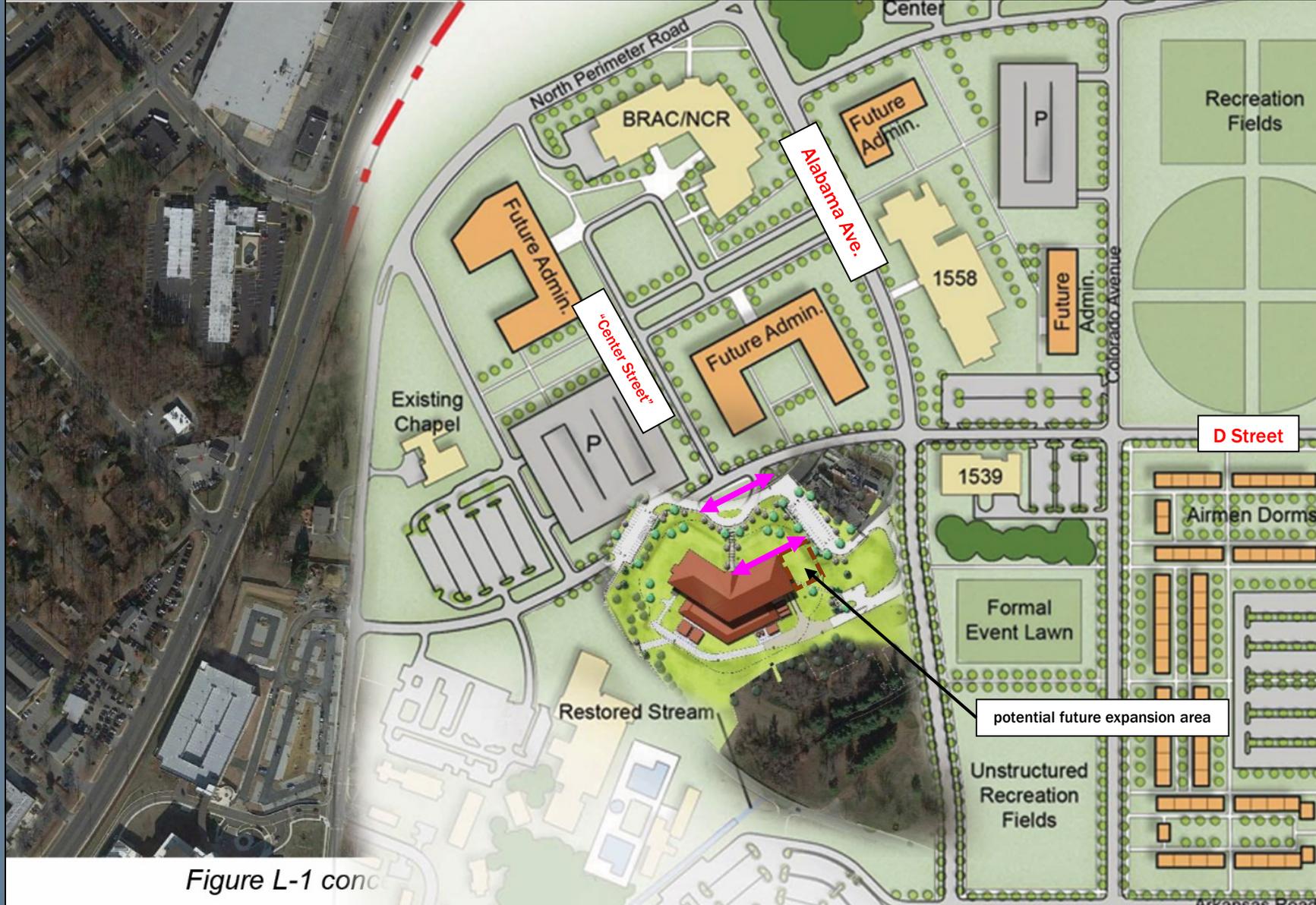
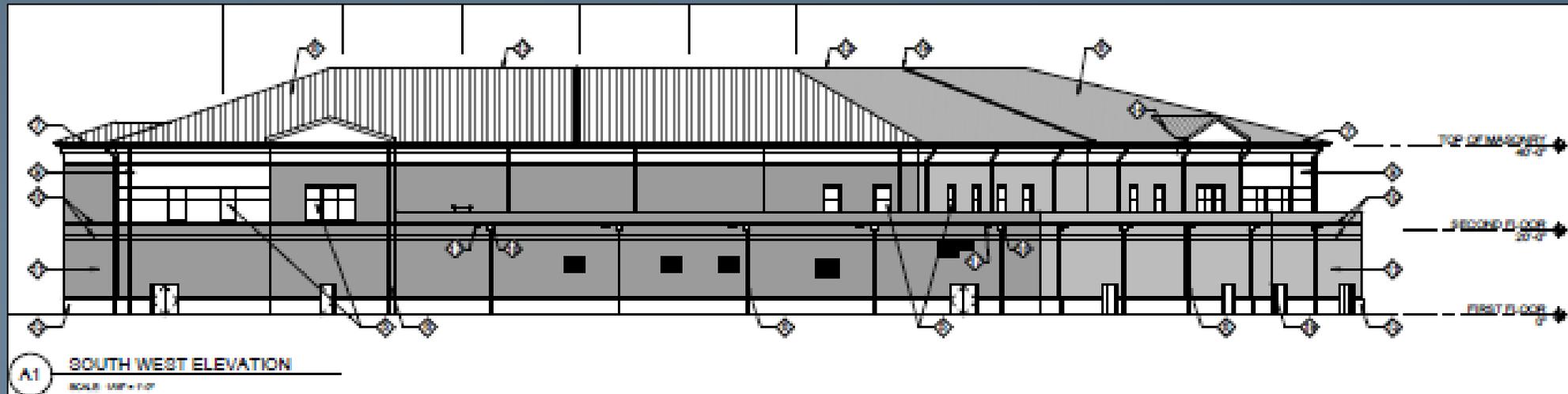
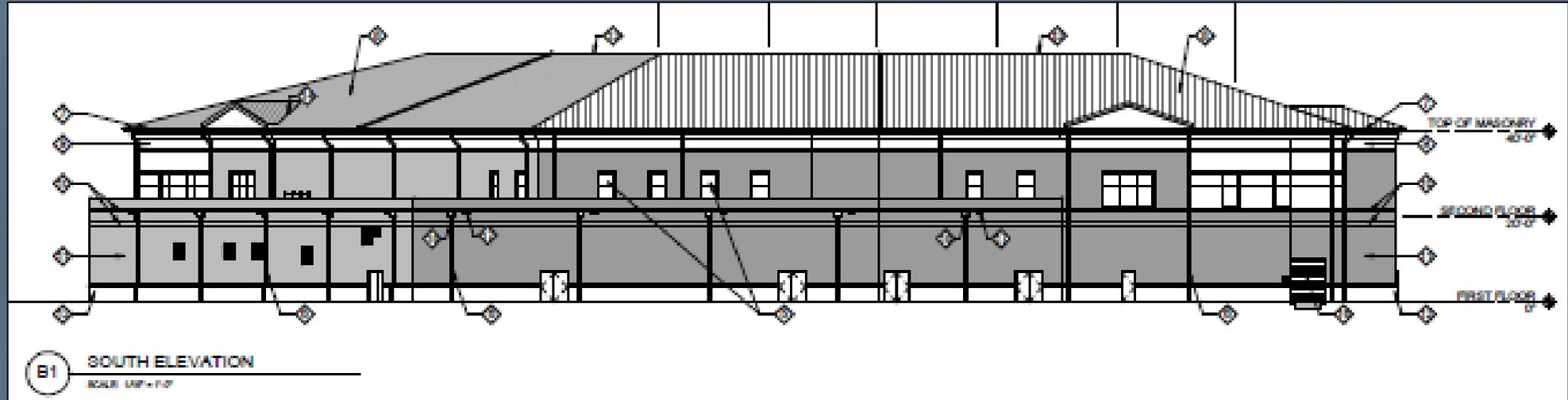


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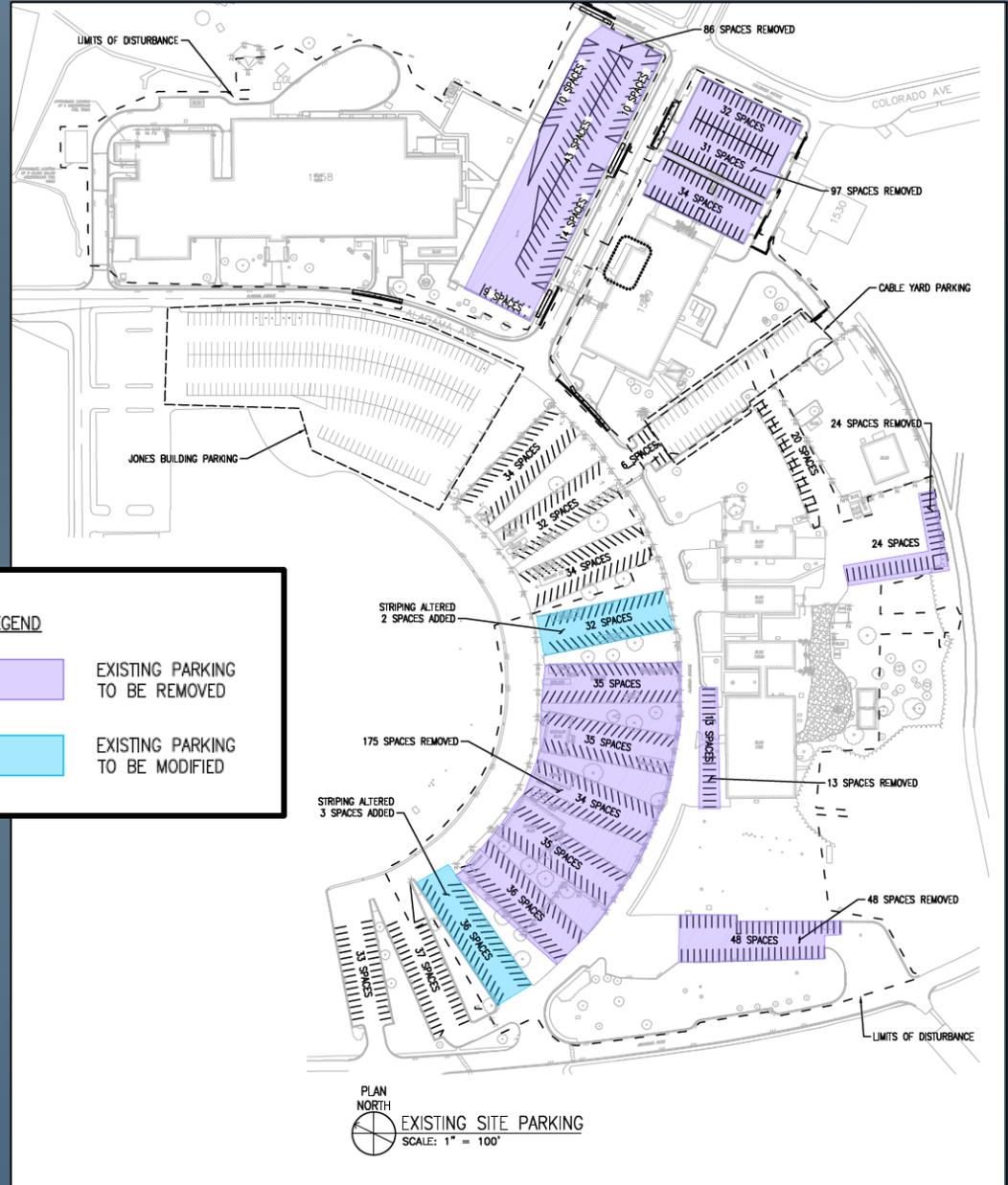


Parking Reduction Totals

Parking Spaces Removed	Parking Spaces Added	Net Decrease in Existing Parking
443	5	438

LEGEND

- EXISTING PARKING TO BE REMOVED
- EXISTING PARKING TO BE MODIFIED



Design Evolution Narrative: 35% - 65%

The JV has compiled the following list to serve as a synopsis for the evolution in the design from the 35% to the 65% submittals. The items indicated below highlight the changed directives which occurred throughout this specific design duration.

Floor Plan Reductions

Following the 35% design submission, it was determined that a reduction in overall square footage of the building would help mitigate the cost overruns at the time. To accommodate this reduction, the gross area of the building was reduced from 95,910 square feet current gross area or 79,374 square feet. For a complete list of reduction items, see Appendix G. The most significant changes are, but are not limited to the following:

- Elevators were reduced from two (2) elevators to one (1)
- The quantity of toilets, lavatories, and shower fixtures was reduced in number, but still over the required number of fixtures by code
- The loading dock was reduced from two (2) bays to one (1)
- The spandrel glazing on the front of the building was reduced and squared in lieu of the large arched spandrel glazing
- All open offices were reduced in size
- The 83rd's conference room was removed
- The Central Utility Plant was reduced and restructured
- The overall size of the data center was reduced and restructured
- The large conference room, classroom, team rooms, and training rooms were combined and restructured to two (2) large training rooms and one (1) large conference room on the second floor

2017

k. Transportation Management Program

NCPC guidelines require one space per 1.5 personnel for a total of 309 required spaces. However, the CCC parking requirements were calculated based on the more stringent AFM 32-1084 whereby parking for 60% of assigned personnel is provided. Two hundred seventy eight (278) spaces are required. Twelve GOVs, located within the fenced perimeter, and 10 visitor spaces will also be provided for a total of 300 spaces. Of the total parking, 10 will be VIP, 10 will be for cable yard privately owned vehicles (POVs), 10 will be motorcycle parking, and seven will be ADA spaces. The parking around the Jones Building has approximately 88 surplus spaces. These spaces will either be counted toward the P3003 building or may be demolished. Final evaluation

of parking requirements will be coordinated with the Community Planner/CES. A breakdown of parking quantities is indicated below:

EXISTING SPACES (incl. Jones Bldg Surplus)	556
SPACES TO BE DEMOLISHED	256
NET SPACES	300

2018

k. Transportation Management Program

NCPC guidelines require one space per 1.5 personnel for a total of 269 required spaces. However, the CCC parking requirements were calculated based on the more stringent AFM 32-1084 whereby parking for 60% of assigned personnel would be provided. Two hundred forty-two (242) spaces are therefore required for the population of the new building. Twenty GOVs, and 8 visitor spaces will also be provided for a total of 270 spaces. Of the total parking, 10 will be VIP, 10 will be motorcycle parking, and seven will be ADA spaces. Existing parking near the proposed building will be utilized for the CCC building's parking requirements, and a number of existing parking spaces will be demolished. No additional parking areas will be constructed for this project. A breakdown of the spaces can be found in the attached drawing. There are a total of 709 existing parking spaces in this area. Of those spaces, 443 will be removed, 5 will be added due to restriping, and the remainder will be retained to meet the requirement for the CCC (POV, GOV, ADA, VIP, motorcycle, and visitor). There will be a net decrease of 438 spaces to the overall base parking.