

STAFF RECOMMENDATION



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NCPC File No. 7044

NAVAL SUPPORT FACILITY ANACOSTIA NAVAL SYSTEMS MANAGEMENT ACTIVITY

Southwest, Washington, DC

Submitted by the Department of the Navy

March 31, 2010

Abstract

The Department of the Navy has submitted preliminary and final site and building plans for the construction of a 160,000 gross square foot administrative building and a 23,000 gross square foot warehouse at the Naval Support Facility Anacostia. This Base Realignment and Closure (BRAC) facility relocates 816 personnel from leased space in Arlington, VA to federally owned land in Washington, DC. This proposal also includes 153 parking spaces.

Commission Action Requested by Applicant

Approval of comments on the preliminary and final site and building plans for the Naval Systems Management Activity building and adjacent warehouse at the Naval Support Facility Anacostia, pursuant to Public Law 93-166 Section 610(a).

Executive Director's Recommendation

The Commission:

Comments favorably on the Naval Systems Management Activity building at the Naval Support Facility Anacostia with the exception of the remote parking lot, as shown on NCPC Map File No. 1.31(38.00)42965, noting that the Navy has demonstrated with additional viewshed simulations that the project will not impair views to and from the U.S. Coast Guard Headquarters.

Advises the Navy that the proposed remote parking lot should not be constructed because Naval Support Facility Anacostia currently exceeds the 1:4 parking ratio for this location prescribed by the Comprehensive Plan for the National Capital.

Requires the Department of the Navy to submit a master plan for the Joint Base Anacostia Bolling before submitting any future projects at this installation as the previous base master plan was approved by the Commission in 1990 and does not represent the Navy’s current planning for the site.

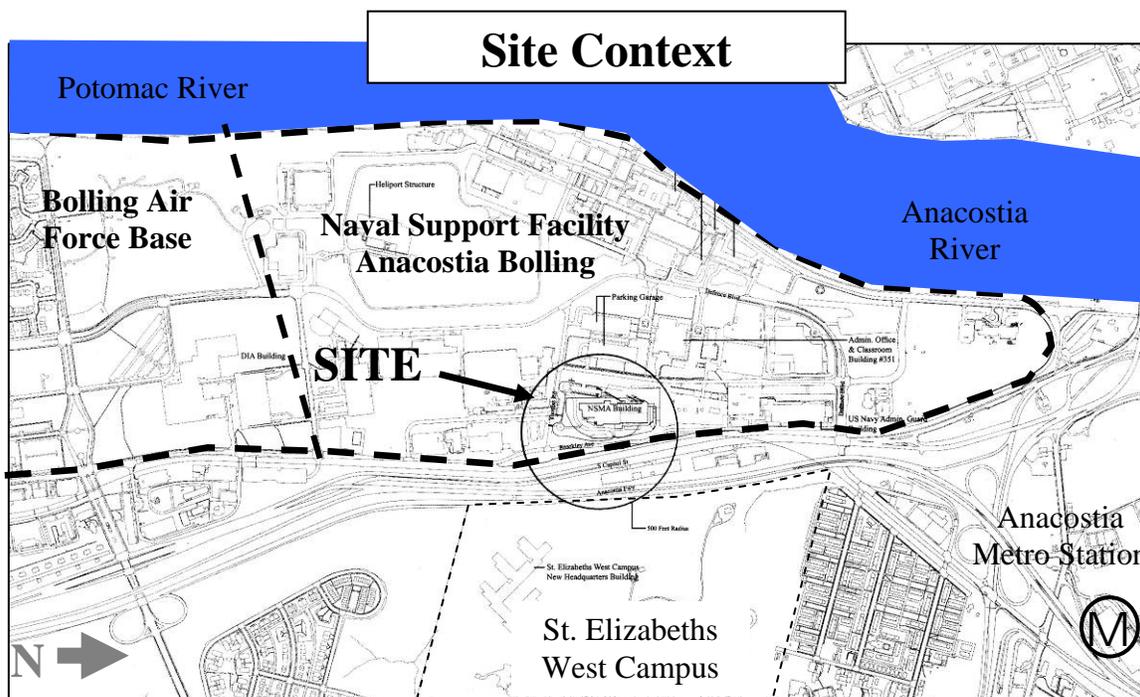
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PROJECT DESCRIPTION

Site

This project is located at Naval Support Facility Anacostia which is an installation east of the Anacostia River and west of I-295 in southwest Washington, DC. As part of BRAC, the Naval Support Facility Anacostia and Bolling Air Force Base will become, by October 2010, one installation to be known as Joint Base Anacostia Bolling and under the jurisdiction of the Department of the Navy.

The project is located along the eastern side of the facility at the intersection of Thomas Road, SW and Brookley Avenue, SW. St. Elizabeths Hospital is across I-295 to the east. The Anacostia Metro Station is located northeast of this site.



Background

In the early 1970s, Congress approved Public Law 93-166, which in effect designated NCPC's role as advisory for all projects on the Bolling Anacostia Tract. As identified in the law, the main plan to guide development on the installation was the 1973 Bolling Anacostia Base Development Concept Plan. An installation master plan that was developed in 1990 supersedes the earlier concept plan.

After reviewing the 1990 master plan, the Commission commented to the Department of the Navy that a transportation management plan be undertaken given the installation's size and population.

Currently, the Navy is developing a new master plan for the joint base installation and has met with staff several times to discuss it. Staff anticipates that the master plan update will be submitted within the next 6 to 12 months.

Proposal

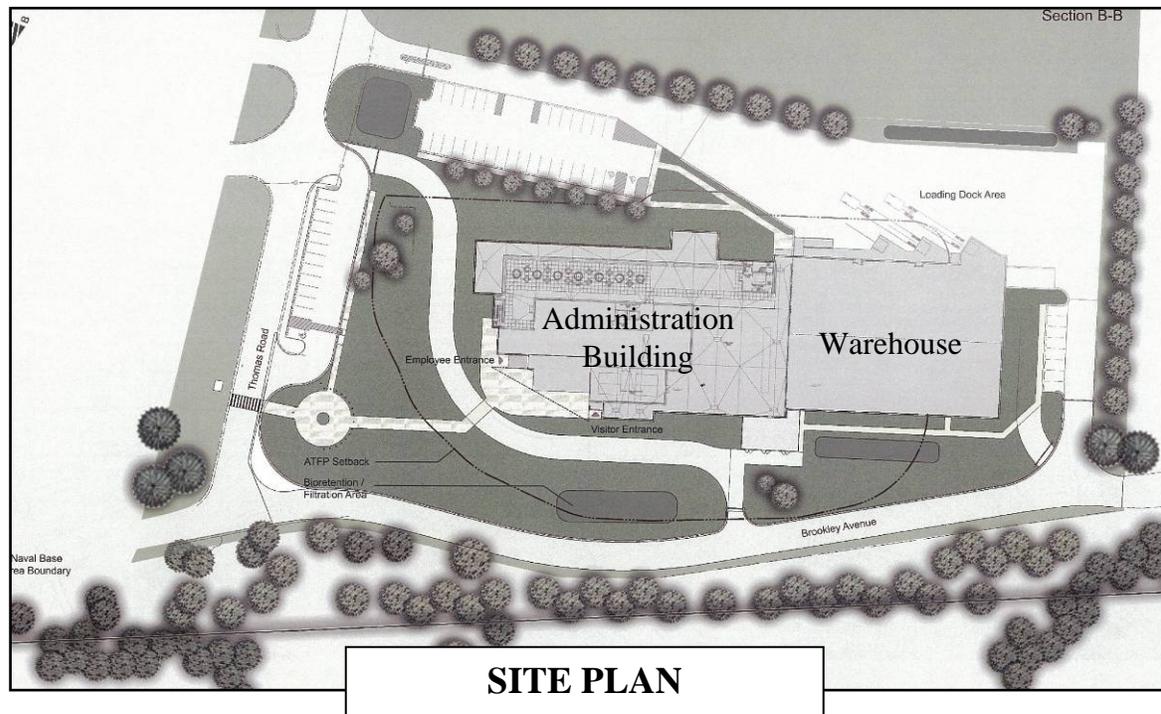
This BRAC project is to construct a 160,000 gross square foot administrative facility that will house 816 relocated Navy personnel from Arlington, VA. The LEED Silver, 5-floor administrative building is 75 feet in height with an 18-foot penthouse, for a total building height of 93 feet. The floor plate for the administration building is approximately 32,000 square feet. There is also a green roof proposed covering approximately 50 percent of the roof.

This building is designated as a sensitive compartmentalized information facility (SCIF), and as such will not include any windows, except at the ground floor entrance.

Also included as part of this project is a 23,000 square foot, one-story warehouse, 23 feet in height. The warehouse is north of and adjacent to the main administrative building. The warehouse will mainly be used for storing files and includes three loading docks on the west side. The administrative building will be a steel structure and clad in brick and concrete masonry units (CMUs).

In addition, this project includes 153 parking spaces, 100 of which are located west of the NSMA building site on a separate parcel of land. The other 53 are included on-site for visitors and persons with disabilities. According to the submitted traffic analysis report and transportation management plan, there are currently 463 available parking spaces within a short walk of NSMA.

Landscaping for the project includes several bio-retention ponds and trees and shrubs. While perimeter security is not proposed specifically, there are entry gate arms for vehicles entering the site. In addition, an 82 foot setback is provided in compliance with anti-terrorism/force protection requirements and is indicated on the image below.



PROJECT ANALYSIS

Executive Summary

Staff has identified the main issues concerning the NSMA project. In particular, these concerns are viewshed impacts and adherence to the 1 parking space per 4 employees parking ratio stipulated in the Comprehensive Plan.

Complete viewshed and transportation analyses are important given the close proximity of this proposal to the Saint Elizabeths West Campus given the Commission's goal of reducing single occupancy vehicle usage at federal facilities in the region.

As staff have received new documents showing what the view will look like from the St. Elizabeths campus, staff recommend that the Commission **comment favorably on the Naval Systems Management Activity building at the Naval Support Facility Anacostia with the exception of the remote parking lot, as shown on NCPC Map File No. 1.31(38.00)42965, noting that the Navy has demonstrated with additional viewshed simulations that the project will not impair views to and from the U.S. Coast Guard Headquarters.**

Viewsheds

As staff has participated in Section 106 consultations with GSA, DHS and others on the Saint Elizabeths West Campus redevelopment, staff has sought to ensure that the views to and from this historic campus that staff worked to protect are not adversely impacted. The Navy has recently submitted views from the St. Elizabeths campus looking towards the NSMA building. The new information provided both identifies the location of the NSMA building and the U.S. Coast Guard Headquarters (USCG) as each relates to the other from different vantage points.

The first image is a plan showing the location and proximity of the NSMA building to the USCG site. This plan shows that the main views from the USCG site are generally southwest. As the NSMA building is to the northwest of the USCG site, this indicates that NSMA is not in the main view of the USCG as staff originally thought.

In addition, the Navy has provided images showing the main view from the USCG site, the view from the USCG site towards the proposed NSMA project and views from vantage points west of NSMA building along the Anacostia and Potomac Rivers. These images are provided below. After examining these images, staff is satisfied that there will not be an impact on the views to and from the USCG site.

NSMA Site Plan Context
Includes St. Elizabeths Campus



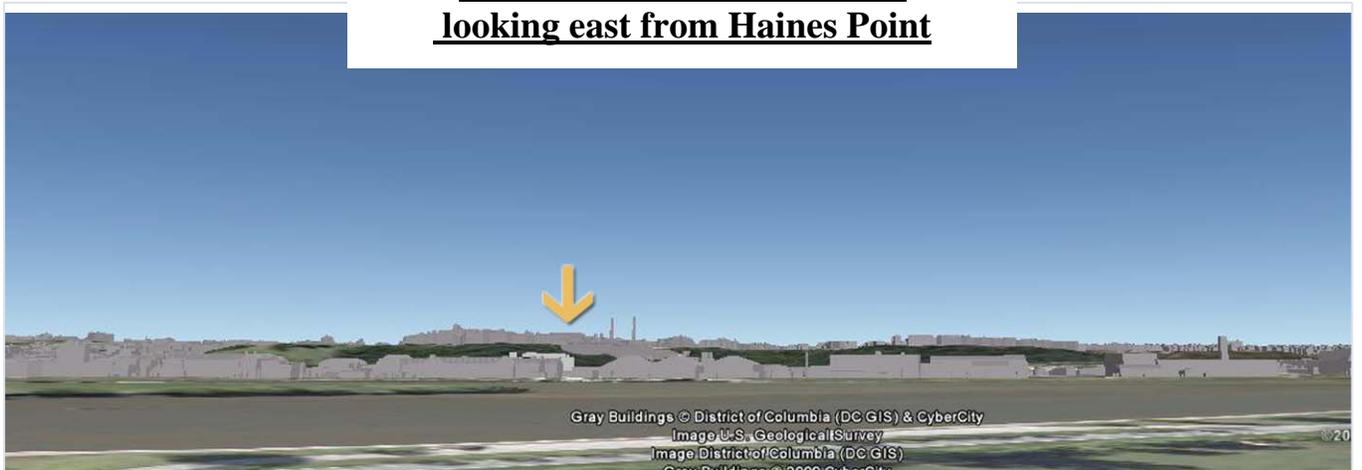
US Coast Guard Main View
Includes Bolling Anacostia



View of NSMA looking NW from US Coast Guard
NSMA digitally added



Ground level view of NSMA
looking east from Haines Point

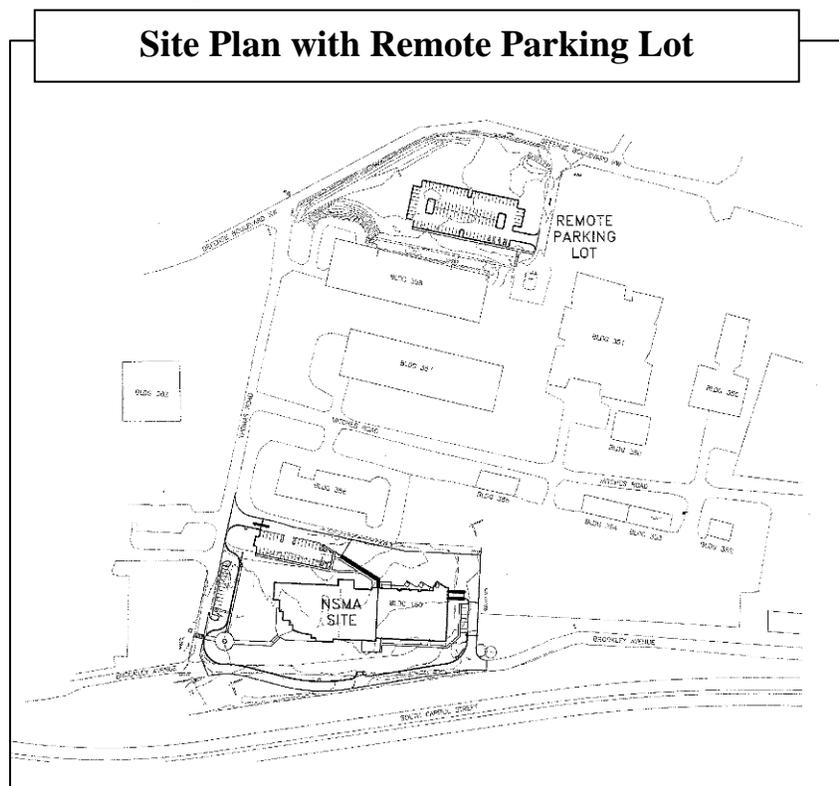


Transportation Management Plan

Another staff concern is the proposed parking ratio associated with this project. The Navy submitted a transportation management plan (TMP), that indicates the existing parking ratio for the entire installation is 1 parking space per 1.5 employees (or 1:1.5). The Navy states that the anticipated parking ratio for the NSMA building will also be 1:1.5 after the additional 153 parking spaces included in the proposal are constructed.

Staff has informed the Navy that one goal of the Comprehensive Plan for the National Capital is for all federal installations located in this part of the District to conform to a parking ratio of 1 parking space for every 4 employees. As proposed, this project will exceed this goal. The Navy has explained that the proposed parking is needed as an enticement to retain employees who will be moving from Crystal City, a Metro accessible location in Arlington, to Joint Base Anacostia Bolling, a site more easily reached by vehicle. Staff has informed the Navy that the proposed parking ratio does not meet this goal and the increase in parking spaces included with the proposal is not supported by the information provided.

The Navy has also submitted a TMP that includes strategies describing how it will use various methods to reduce single occupancy vehicles including transit, shuttles, street car, car and van pools, and hiring an employee transportation coordinator. However, even after utilizing all of the TMP strategies identified, the Navy doesn't expect to meet the 1:4 parking ratio given the distance of the nearest Metro Station to the main entrance to the installation. The Commission requires TMPs to include measurable goals describing how each goal will be achieved to meet the minimum parking ratio. Staff finds that the TMP needs more information to justify how the Navy will achieve the 1:4 parking ratio.



In the TMP, the Navy identifies an overabundance of parking at this installation as a base wide problem which it plans to address in the upcoming base master plan. The last master plan for this base was adopted by the Commission in 1990, prior to the Anacostia Metro Station being constructed in 1991. At the time staff recommended the following to the Navy "...provide a Transportation Management Program outlining the Department's strategies to reduce

transportation impacts and to encourage ridesharing.” This effort was not undertaken given the parking ratio still doesn’t meet the parking ratio agreed upon by the Comprehensive Plan.

Staff is also concerned that the Navy is requesting that the parking ratio be lowered from 1:4 to 1:3 by asserting that the Naval Support Facility Anacostia and Bolling Air Force Base are more similar to installations in the environs, which are generally farther from a metro station. While staff acknowledges that there are transportation challenges for the installations, staff recommended that are several opportunities including working with DDOT, WMATA and the soon to be nearby DHS Headquarters on developing a joint transit center or some other joint arrangement (such as more frequent transit bus service) that could be beneficial to all. Staff does not support a reduction of the parking ratio for this installation and would recommend that the Navy provide further information to demonstrate how this proposal will meet the 1:4 parking ratio.

As it is one of NCPC’s goals to ensure that all federal installations in the region adhere to a specific parking ration, staff recommends that the Commission **advise the Navy that the proposed remote parking lot should not be constructed because Naval Support Facility Anacostia currently exceeds the 1:4 parking ratio for this location prescribed by the Comprehensive Plan for the National Capital.**

Traffic Analysis

While staff understands that background traffic due to future development is not always needed to fully understand the impact of a proposal, in this instance the construction has commenced of a major federal installation which will use the same road network as the NSMA project.

Staff notes that the Navy is simultaneously developing a master plan for Joint Base Anacostia Bolling that will include a base wide assessment and analysis of the traffic and transportation needs. This base wide effort began several years ago and the Navy anticipates that this process will be completed within the next year. Staff encourages the Navy to work with the other federal agencies in the area to better understand the present and future traffic impacts that will affect this installation.

CONFORMANCE

Comprehensive Plan for the National Capital

The project is inconsistent with the Comprehensive Plan because it does not adequately address how it will adhere to several policies included in the Transportation Elements of the Plan. In particular, the Plan includes the following policies:

- Outside of the Central Employment Area, but within the District of Columbia boundaries, the parking ratio should not exceed one space for every four employees. (p.86)
- Include, within TMPs, implementation plans with timetables outlining each agencies commitment to reaching TMP goals. (p.87)
- Reflect, within the TMPs, planned regional transportation infrastructure or service improvements within five miles of the federal facilities (p.87)

- Federal agencies should operate circulators on federal campuses with multiple federal buildings. Such circulators should have the following operating characteristics and associated infrastructure (p.90)
 - Maximum of 15 minute headways or on-call service
 - Service to areas of federal campuses adjacent to or near Metrorail stations
 - Waiting facilities (shelters, benches)
 - Signage to identify shuttle stops and maps of service area

Federal Capital Improvements Plan

This project was included in the FY 2010-2015 Federal Capital Improvements Plan (FCIP) adopted by the Commission in September 2009, however it was described differently. In the FCIP this project, which was listed as *Requiring Additional Planning Coordination*, was described as a renovation project:

[The Navy] will renovate a 155,163-square-foot administrative building [on the Naval Support Facility Anacostia]. The function of the building will remain the same after renovation. The project retains the existing shell of the structure, while completely renovating the interior. As required by BRAC, the operations of the Navy Systems Management Activity will relocate from a number of leased facilities in Crystal City and Clarendon in Virginia to Navy-owned facilities features that are required and currently provided in support of the Navy Systems Management Activity mission, including physical security features and specialized storage systems. The project creates a suitable replacement facility for the operations of the Navy Systems Management Activity previously at the Nebraska Avenue Complex, which was transferred to the Department of Homeland Security.

Staff requests that in the future the Navy ensure that the project information it provides to NCPC for the FCIP is accurate.

Executive Order 13514

This project will incorporate sustainable design features sufficient to obtain a Leadership in Energy and Environmental Design “Silver” rating according to the EA by “...incorporating low impact development (LID) features consistent with the Navy’s goal of no net increase in stormwater volume and in sediment and nutrient loading for major construction projects.” (p. ES-1). Staff also notes that this project incorporates a green roof on approximately 50 percent of the roof surface to minimize site runoff and roof heat reflectivity.

Relevant Federal Facility Master Plan

The last master plan for the Naval Support Facility Anacostia was approved by the Commission in November 1990. There have not been any updates to the master plan since that time. Several projects have been approved by the Commission on this installation including a Defense Intelligence Agency building in 2001.

Staff recommends that the Commission **require the Navy to submit a master plan for the Joint Base Anacostia Bolling before submitting any future projects at this installation as**

the previous base master plan was approved by the Commission in 1990 and does not represent the Navy's current planning for the site.

National Environmental Protection Act (NEPA)

The Navy completed an Environmental Assessment for this project in October 2009 pursuant to the National Environmental Policy Act and issued a finding of no significant impact (FONSI) dated December 12, 2009.

In the submitted EA, the Navy evaluates several alternatives before choosing the preferred site on the eastern portion of the site near I-295. Alternatives included constructing a building at a site near the Bellevue Housing on the Bolling Anacostia Tract, renovating an existing building at the Bolling Anacostia Tract and relocating the activity to the Navy Yard.

As NCPC's authority is advisory for projects at the Bolling-Anacostia Tract (pursuant to Public Law 93-166), NCPC does not have an independent NEPA responsibility.

National Historic Preservation Act (NHPA)

The District of Columbia State Historic Preservation Office reviewed this project under Section 106 and on September 30, 2009 made a determination that this project would have "no adverse effect" on any historic structures on the installation.

Staff notes that the Navy should demonstrate any and all viewshed impacts this building will have on the surround area given its height of 93 feet and its close proximity to St. Elizabeths West Campus. Views of buildings on St. Elizabeth West Campus have been carefully designed to minimize their effect on the topographic bowl.

As NCPC's authority is advisory for projects at the Bolling-Anacostia Tract (pursuant to Public Law 93-166), NCPC does not have an independent Section 106 responsibility.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its March 10, 2010 meeting and forwarded it to the Commission with the statement that the proposal has been coordinated with all participating agencies, except NCPC. The representative for NCPC noted concerns about the view shed impacts and parking. The participating agencies were the National Park Service; the General Services Administration; the District of Columbia Office of Planning; the Fire and Emergency Medical Services; and the Washington Metropolitan Area Transit Authority.

Commission of Fine Arts

A concept design for the NSMA building was presented to the Commission of Fine Arts at their January 21, 2010 meeting. At that time, CFA did not take an action on the proposed concept

“...but encouraged the general approach of designing the six-story windowless structure within the context of the military post and adjacent federal properties such as the St. Elizabeths West Campus and Shepherd Parkway.”