EXECUTIVE DIRECTOR’S RECOMMENDATION
Commission Meeting: June 5, 2014

PROJECT
Draft 2014 Installation Master Plan Update
Joint Base Anacostia-Bolling
Southeast, Washington

SUBMITTED BY
Department of the Navy

REVIEW AUTHORITY
Advisory – Anacostia-Bolling Tract
per Section 610(a) of Public Law 93-166 and
8722(a) and (b)(1)

APPLICANT’S REQUEST
Approval of comments on draft master plan

PROPOSED ACTION
Approve comments as requested

ACTION ITEM TYPE
Staff Presentation

PROJECT SUMMARY

The Department of the Navy has submitted its draft 2014 Master Plan Update and Transportation Management Plan for their Joint Base Anacostia-Bolling (JBAB) installation in Southeast, Washington, D.C. The installation houses multiple federal tenants on 966 acres of land, situated between the South Capitol Street Bridge (north), Naval Research Laboratory (south), Overlook Drive and I-295 (east), and the Potomac River and Anacostia River (west). JBAB was formed from two historically-separate military installations (the Navy’s NSF-Anacostia facility and the Air Force’s Bolling Air Force Base), which were officially merged in 2010 as part of the 2005 Base Realignment and Adjustment Act (BRAC).

The purpose of the Master Plan is to accommodate “evolving” internal mission requirements and external development initiatives pertaining to land use, circulation, stormwater management, open space and outdoor recreation, landscape design, architectural design, historic preservation, and energy conservation. The Master Plan will continue to integrate both previously-separate sections (NSF-Anacostia and Bolling Air Force Base), and update the previous draft 2010 JBAB Master Plan, which was submitted for Commission review, but never finalized. The current Master Plan consists of a five-year development program (2013-2018), with only minor projects, and a 20-year Long-Range Framework Plan, which contains goals and objectives designed to transform JBAB into a more sustainable installation. JBAB’s existing employee population (13,811) is assumed to remain the same during the next five years, and employee parking will be reduced by 10%, from 8,259 to 7,426 spaces. The Master Plan is supported by a draft Transportation Management Plan (TMP) to minimize its traffic impact, conserve energy, and improve air quality through Single Occupant Vehicle travel reduction.
KEY INFORMATION

- The Joint Base Anacostia-Bolling installation encompasses approximately 966 acres and contains approximately 5.7 million square feet of building area.
- The three primary land uses include Family and Bachelor Housing (297 acres), Mission/Administration (241 acres), and Base Support (153 acres).
- The current employee population is approximately 13,811 and is assumed to remain the same over the next five years.
- There are currently 8,259 employee parking spaces equating to an employee parking ratio of one space for every 1.67 employees (1:1.67).
- The Comprehensive Plan parking ratio currently applicable to the Joint Base Anacostia-Bolling is one space for every four employees (1:4) due to its location within the historic boundaries of the District of Columbia and outside of the Central Employment Area of Washington, D.C.
- The Master Plan is composed of a short-range component that covers a five-year period and a long-range framework plan component that is intended to guide future plan, programming, and budgeting decisions over a period of 20 years, and a transportation management plan. The Master Plan is expected to be evaluated for updates every five years.
- The master plan contains projects that are currently funded or likely to receive funding within the next five years.

RECOMMENDATION

The Commission:

Provides the following comments on the draft Joint Base Anacostia-Bolling Master Plan:

Master Plan Organization and Content Structure

Supports the overarching organization and content structure of the Master Plan consisting of a Master Plan Program (5-year short range component) containing projects that are funded or likely to be funded over a 5-year period, and a Framework Plan (20-year long-range component) consisting of a series of plans, or systems, that when assembled provide a comprehensive, long-range planning scenario for Joint Base Anacostia-Bolling to guide future planning and programming decisions for the installation.

Requests the applicant to update the short-range component of the Master Plan every two years and to coordinate with NCPC staff every five years to assess the need for updating the plan’s long-range component.

Master Plan Development Program (5-year short range component)

Notes that the short-range component of the Master Plan includes a set of projects that are funded or likely to be funded within the next five years.
Notes that over the next five years, the Joint Base Anacostia-Bolling installation does not expect an increase in its current employee population of 13,811, and will reduce the existing employee parking supply from 8,259 to 7,426 spaces, resulting in a 10% improvement in the overall installation parking ratio to one space for every 1.86 employees (1:1.86).

Supports the rehabilitation and recertification of the waterfront levee in light of the installation’s history of flooding, potential for future flooding, and the hindrance of assumed flooding to future development on the installation.

Framework Plan (20-year long range component)

Does not support the proposed employee parking ratio of one space for every two employees (1:2) since the Master Plan and Transportation Management Plan do not successfully justify deviation from the Transportation Element’s prescribed 1:4 long-term employee parking ratio goal.

Strongly supports the following general strategies contained within the Framework Plan:

- Expansion of waterfront open space area along most of the installation’s riverfront.
- Establishment of a comprehensive and unified shuttle system within the installation.
- Establishment of a dedicated shuttle service between the Joint Base Anacostia-Bolling installation and St. Elizabeths West Campus; bike-share stations; and direct Metrobus and/or DC Circulator service onto the installation.
- Establishment of a Central Development Focus Area to prioritize additional planning and urban design efforts to create a more walkable, functional, mixed-use central business district.
- Designation of community garden areas.

Requests the Navy to make the following specific changes to the long-range Framework Plan:

- Prioritize employee parking removal within the planned Central Development Focus Area to foster the district’s walkability, enhance its urban design, and to improve the installation’s overall parking ratio.
- Prioritize the removal of the surface parking lot to the south of the JBAB marina lot to reduce impervious area along the waterfront and to create additional open space.
- Consider using Arnold Gate for future visitor access rather than South Gate due to the proximity of the planned nearby multi-modal transit hub and streetcar service.

Supports future consultation between the Navy, General Services Administration, NCPC, and Department of Homeland Security on the Joint Base Anacostia-Bolling’s proposed use of Firth Sterling Gate and/or North Gate for access to its planned commercial vehicle inspection area.

Supports future planning and coordination for future travel demand management programs and services between JBAB, Naval Research Laboratory, DHS-St. Elizabeths, Washington Metropolitan Area Transit Authority, NCPC, and District Department of Transportation.
PROJECT REVIEW TIMELINE

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<thead>
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<th>May, 2011 – Comments on Draft JBAB Master Plan, Transportation Management Plan, and Environmental Assessment.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Remaining actions (anticipated)</td>
<td>Approval of final Master Plan for the Commission’s use in evaluating individual site and building plans at Joint Base Anacostia-Bolling.</td>
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Prepared by Michael Weil
May 28, 2014

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I. **PROJECT DESCRIPTION**

**Site**

Joint Base Anacostia-Bolling (JBAB) is located in Southeast, Washington D.C. at the convergence of the Potomac and Anacostia Rivers in Ward 8 (Figure 1), bordered by the Naval Research Laboratory (south), South Capitol Street/Frederick Douglass Memorial Bridge (north), Overlook Drive/I-295 (east), and Potomac/Anacostia riverfronts (west). The installation is situated approximately 1.5 miles southeast of the U.S. Capitol Building at the base of the Washington “Topographic Bowl”, near the St. Elizabeths - West Campus\(^1\), Poplar Point, and Barry Farm neighborhood (surrounding land uses shown in upper right of Figure 1).

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\(^1\) The St. Elizabeths West Campus Master Plan shows a future secure federal campus which will consolidate and house the critical elements of the Department of Homeland Security (DHS) headquarters, including approximately 14,000 DHS employees in a combined space program of approximately 4.5 million gross square feet (gsf) of office/support space, plus an additional 1.5 million gsf for parking.
Background

JBAB consists of two historically separate military installations: Bolling Air Force Base (AFB)/Bellevue Housing complex and Naval Support Facility Anacostia (NSF-Anacostia), as shown in the following figure. The merger was mandated through the 2005 Base Realignment and Closure Act (BRAC) to develop more cost-effective and efficient operations. The two installations officially unified into a joint base on October 1st, 2010, known as Joint Base Anacostia-Bolling, currently housing approximately 70 different federal tenants.

Figure 2: Previous JBAB Installation Areas (pre-2010)

The Navy first established a presence on the Anacostia site when it was granted permission by the Army in 1917 to conduct seaplane tests. The site was formally established as the Naval Air Station Anacostia, commissioned to serve as a Naval testing facility for the development of aviation technology and research. As the demands for the Bolling Air Field and testing facility increased after World War I, Anacostia expanded its support facilities with hangars, administration buildings, barracks, and warehouses. In 1943, with increased local air activity, aircraft test functions were moved from Anacostia to Patuxent River, Maryland. By the late 1950s, increasing air traffic from National Airport forced most Bolling and Anacostia flight operations to relocate to Andrews Air Force Base (currently known as Joint Base Andrews Naval Air Facility Washington). With the exception of Marine Helicopter Squadron 1 (HMX-1) and the Executive Flight Detachment for the President of the United States, all flight operations have been realigned to other bases.

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2 The Bellevue Housing complex is located to the south of the former Bolling AFB section of JBAB, owned and operated by the Navy. The complex will privatize in the future, with a land-lease to a private developer, which will own and operate the housing units.
Since the Joint Base was previously operated as two separate installations (Bolling Air Force Base and Naval Support Facility Anacostia) by different branches of the military (Air Force and Navy), JBAB currently has uncoordinated land uses and redundant facilities which reflect this legacy. In general, JBAB’s former NSF-Anacostia section (in the north) is more industrial and houses the majority of the public works and supply facilities for the installation based on its previous use as an “overflow” facility for the Washington Navy Yard. The former Bolling Air Force Base section (in the south) has a more polished, cohesive appearance, since the former self-contained installation held a more prestigious role within the Air Force branch, hosting the Air Force Band, Air Force Honor Guard, and many officers in the region.

Previous Commission Actions

At its May 2011 meeting, the Commission reviewed a previous draft Master Plan for JBAB, commenting favorably on its development strategies that limit off-site view impacts, landscape standards, and environmental/sustainability guidelines. The Commission commented unfavorably on the proposed long-term parking ratio goal (1:2.42), draft Transportation Management Plan, and the Master Plan’s environmental review. The complete Commission action is contained in Appendix A.

Master Plan Development and Organization

The Navy is currently preparing updates to several of its installation master plans throughout the National Capital Region to be better prepared for the next wave of growth. This growth has impacts to infrastructure, buildings, environment, security, transportation, and quality of life. The master plan is intended to provide a long-range roadmap for effectively managing the impacts of anticipated and unanticipated growth on these particular areas and to address several other Department of Defense (DOD), or federal government-wide, mandates pertaining to, but not limited to, sustainability, security, transportation, climate adaptation, floodplain management, and efficient property utilization.

To begin its master planning process, Naval District Washington (NDW) first developed the Regionally Integrated Master Program (RIMP), which provided broad master planning directives for the entire NDW region, and is comprised of four separate planning documents: 1. Existing conditions, 2. Existing constraints, 3. Proposed land use, 4. Land use analysis. The RIMP planning documents provide conceptual regional recommendations to the year 2035. To ensure the goals of the RIMP are achieved and executed at the installation level, NDW prepared specific installation master plans that establish an installation-specific framework and associated implementation strategies for the efficient utilization of land and facilities.

Similar to other Navy installation master plans recently reviewed by the Commission, the Joint Base Anacostia-Bolling Master Plan is organized into two primary components: a Development Program and a Framework Plan. The Development Program is the short-range component of the Master Plan for a time period of five years. Unlike other Navy master plans currently under development however, the JBAB Development Plan includes both funded projects and projects that are likely to receive funding (50% chance). This differs from other Navy master plans that include only funded, programmed projects, within the short-term component.
The Framework Plan is the long-range, 20-year component intended as a guide for future Navy planning, programming, and budgeting. As stated in the Master Plan, it “provides an adaptable blueprint to control, coordinate, and direct change.” The basis of the framework plan is a comprehensive set of strategies and diagrams that examine installation-wide systems and determine how they need to be shaped in order to accommodate future growth. The strategies are directly linked to the Master Plan guiding principles and objectives. The framework plan is not simply a singular plan, but rather is made up of a series of plans, or systems, that when assembled provide a comprehensive, long-range planning scenario for Joint Base Anacostia-Bolling. The systems that make up the framework plan include: land use, circulation, stormwater management, open space/outdoor recreation, landscape, and sustainable energy generation.

**Existing Conditions**

Similar to a small city, the installation has a wide range of land uses, with Base Support (15.8%), Family and Bachelor Housing (30.7%), Mission/Administrative (24.9%), and Open Space/Outdoor Recreation (11.7%) forming a majority (83.1%) of the total uses (Figure 3). Other uses – Airfield Operations, Industrial/Logistics, Port Operations, Temporary Lodging – make up the remainder (16.9%) of the installation area. Generally, the former NSF-Anacostia section is comprised of Industrial, Mission/Administration, and Airfield Operations uses, while the former Bolling Air Force Base section has more of a mix of uses, with Base Support, Housing, Mission/Administrative, and Open Space/Outdoor Recreation.

![Figure 3: Existing Land Uses](image)

The JBAB’s natural environment is relatively flat (averaging less than 2% grade), with no significant topographic features. The southern portion of the installation is considerably higher than the northern section, with elevations varying near sea level along the riverfront, to more than 60 feet near the southeastern boundary. The following graphic shows the installation with a large area within the 100-year and 500-year flood zones, which is currently protected by an earthen levee/concrete seawall along the shoreline (Figure 4).
Storm flooding is well-documented at JBAB due to the installation’s topography and inadequate stormwater system. The levee/seawall has deteriorated within recent years, and a 2012 inspection report by the United State Army Corps of Engineers (USACE) rated the barrier as “Unacceptable”. As such, JBAB has prioritized its repair and re-certification within the next five years, though the project is not yet currently funded. The Navy recognizes the implication of the existing sub-standard levee/sea wall system in a later graphic (Figure 8), with potential flood zones shown as areas (yellow) where future development would require additional “mitigation” to protect from flooding. Presumably, these “potential mitigation” areas could be reclassified as “ideal” sites for development (shaded in green) once the levee/seawall system is successfully repaired and re-certified by the USACE.

Access to the JBAB installation is provided through five different gates as shown in the following graphic. The North Gate is seldom-used; Firth Sterling Gate is operational during the daytime (5:00 AM to 8:45 PM) for worker-access only; Arnold Gate (Main Gate) is operational at all times for worker-access only; South Gate is operational during the daytime (5:00 AM to 9:00 PM) for both workers and visitors; and the Bellevue Housing Gate operational at all times for residents and visitors.

The roadway system is comprised of three categories of roads: Primary, Secondary, and Local. Chappie James Boulevard and Defense Boulevard (shown in red) serve as the main “spine” road for the installation, aligned roughly north-south, between the South Gate and Firth Sterling Gate. MacDill Boulevard connects Chappie James Boulevard with Arnold Gate, which is situated approximately mid-way along the east-side of JBAB. There is a network of “secondary” roadways (shown in blue) that provide north-south access through the historic district/main employment area of the installation (along Brookley Avenue and Duncan Avenue), as well as east-west access through this area along Angell Street and McChord Street. Other secondary roadways extend into residential areas along the Potomac Riverfront (Tinker Street and MacDill Boulevard) and provide access in the northern portion
of JBAB along Boundary Road, Thomas Road, and the small employment cluster via Robbins Road and Wick Drive.

JBAB has a total of 11,047 parking spaces, with 8,259 spaces (75%) reserved for employee parking, which includes reserved employee spaces, unrestricted employee spaces, and handicapped spaces. The remaining parking is reserved for visitors, residents, government vehicles, and loading. With its total worker population of 13,811, the installation currently has a 1:1.67 employee parking ratio, which does not meet NCPC’s 1:4 ratio goal for the installation, based on its location outside of the Center Employment Area, within the historic District of Columbia boundaries. Figure 6 shows each of the installation’s parking lots, with a concentration of parking in the southern section near the JBAB employment center.
There are multiple shuttle routes that provide service between stops on JBAB and external stops at other Department of Defense locations and nearby Metrorail stations (Figure 7), operated by both the Navy and other on-base tenants. The shuttles are for “official use” during regular business hours (not intended for commuting between home and work) and operated fairly independent of one another, without a lot of coordination as a unified system.

Figure 7: Existing JBAB Shuttle Routes

The closest Metrorail access is at the Anacostia (0.5 miles away) and Congress Heights (1.5 miles away) stations, which are situated outside of a comfortable walking distance to the installation. There is limited commuter bus service, with stops at Arnold Gate, and commuter rail serves JBAB indirectly via the Metrorail and Metrobus systems, with stops at Union Station and L’Enfant. The closest Capital Bike-share station is located at the Anacostia Metrorail station, with access provided to JBAB in mixed-traffic conditions. Interstate 295, which is the primary route for JBAB workers traveling from the suburbs, currently has only general traffic lanes, with no High Occupancy Vehicle (HOV) or High Occupancy Toll (HOT) lanes.

The TMP shows JBAB’s existing commuter travel mode splits, with a significant majority (81%) of commuters traveling by driving alone in private vehicles, approximately 10.5% traveling to work using carpools/vanpools, and the remaining (8.5%) workers using transit, walking, biking, and teleworking. As reflected in the survey results, JBAB’s location is relatively inaccessible using transit, walking, and bicycling based on where its employees reside, mostly outside of the District, in suburban Maryland and Virginia.

Future development potential throughout JBAB is based on a series of natural and man-made constraints. As shown in the following figure, JBAB’s “ideal” sites for development (green) are located primarily in the south and central sections, whereas less than ideal (yellow) and infeasible (red) sites are situated throughout the installation, closer to the waterfront and virtually the entire northern area. As discussed previously, much of the yellow-shaded area is lower-lying, within the
100-year and 500-year flood zones. These areas could potentially be re-classified as “ideal” in the future once the JBAB levee is successfully repaired and re-certified by the USACE. However, since the draft Master Plan shows much of the installation as currently located in potential flood zones, the document specifies that future development should be constructed with raised foundations and with more sensitive uses located on higher levels to mitigate potential flood damage.

Figure 8: Future Development Potential

**Development Program (5-year short range component)**

The proposed short-term (5-year) Development Program contains funded and likely-to-be funded (50% chance) projects that are considered to be priorities for the JBAB installation. These projects represent the initial step of transforming the installation into a more integrated, sustainable joint base, within the longer-term Framework Plan. The following three graphics summarize a total of 11 demolition and construction projects, 3 repair projects, and various transportation improvements. Also, JBAB plans to remove 833 employee spaces within the next five years to improve its parking ratio and to promote non-SOV travel as shown in Figure 12.

The Master Plan states that Building 29 (12,000 square feet), which is used as a Navy postal screening facility, will be replaced on an existing employee parking lot, resulting in the near-term removal of 31 spaces. The building is currently in poor condition and located on a site that is prone to flooding and power disruptions. The replacement facility will be 2,000 square feet and located near the mail sorting building to improve the efficiency of the mail-handling operations.

The garage replacement project will construct a new 600-space to replace an existing 930-space garage, which is in poor condition. The Commission recently reviewed this project at its January, 2014 meeting, approving its preliminary design.
In conjunction with the DC Water’s Anacostia River Tunnel Project, an overlook patio/platform will be constructed on top of the overflow outlet as a recreational amenity for JBAB workers and residents on the waterfront. In addition, an amphitheater will be constructed in Geisboro Park on the waterfront to host large community gatherings, music events, and special ceremonies. The overlook platform is being constructed by DC Water as a mitigating amenity.

The planned recreational vehicle park will be located on community green space with a capacity to accommodate 56 recreational vehicles. The park will include a 2,000 square foot camp center office building, restrooms, lounge, showers, laundry, and 10 parking spaces.

The “parklet” program was funded for FY 2013 to design and locate four movable containers with planters, benches, educational signage, and rain barrels to provide stormwater management and reduce parking on the installation. The “parklets” will eliminate 12 spaces in underutilized employee lots.
The “Anacostia” side of JBAB has poor drainage and is prone to flooding. The drainage project will remove and repair 11,000 linear feet of drainage pipe and repair disturbed ground surfaces. One of the most critical short-term projects is the rehabilitation and recertification of the waterfront levee, which is severely deteriorated. The Central Heating Plant project will replace obsolete hot water generators with more efficient generators.
The short-term Development Plan assumes several different future transportation services that will provide additional travel options to JBAB workers, both within the installation and to various off-site locations. At this time, all of these services are currently unfunded. To discourage SOV travel and encourage transit, walking, and biking, employee parking will be reduced in the short-term (5 years) by approximately 10% (833 spaces) in the areas shown in the following graphic. The reduction will improve the installation’s overall parking ratio from 1:1.67 to 1:1.86, with a long-term (20-year) goal of 1:2.

![Figure 12: Future Short-Term Employee Parking Reduction Areas](image)

**Framework Plan (20-year long range component)**

*Future Land-Use Framework*

Overall, the future plan shows fewer uses (eight, rather than nine) as various buildings are demolished and consolidated into a more efficient development pattern. The linear waterfront (Open Space/Outdoor Recreation) buffer is expanded along the JBAB riverfront to help reinforce this area as a recreational amenity and to discourage future development-related flood damage. Housing areas on the former NSF-Anacostia side will be relocated to the former Bolling-side to consolidate the housing areas; scattered industrial functions will be consolidated to the industrial area to the east of Defense Boulevard; and three sites will be designed as future transit hubs.

One significant feature of the proposed land use scheme is the “Mixed Use” (flex use) designation to allow planning and development flexibility. In particular, the JBAB Master Plan identifies a Central Development Focus Area to cultivate a more compact, pedestrian-oriented, mixed-use, employment/activity district in the “heart” of JBAB. The Navy will prepare an Area Development Plan to further design this area with essential “place-making” qualities to ensure a social, outdoor, urban center where people can work and “play”.
The draft Master Plan will create a safer, better-connected, and more navigable installation, with a greater emphasis on transit, walking, and biking. The following graphic shows several proposed street extensions, street closings, and gate access projects, which are designed to improve access to the JBAB waterfront and to bolster installation security.

<table>
<thead>
<tr>
<th>Number</th>
<th>Project</th>
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<tbody>
<tr>
<td>1</td>
<td>Potential North Gate Commercial Vehicle Inspection Access</td>
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<tr>
<td>2</td>
<td>Firth Sterling Gate Improvement (to better accommodate vehicle stacking)</td>
</tr>
<tr>
<td>3</td>
<td>I-295/Malcolm X Interchange Coordination / Arnold Gate Improvement</td>
</tr>
<tr>
<td>4</td>
<td>South Gate Improvement</td>
</tr>
<tr>
<td>5</td>
<td>Firth Sterling Gate Access Road Extensions</td>
</tr>
</tbody>
</table>

Figure 13: Future Land-Use Framework

Circulation Framework Plan

Figure 14: Future Vehicular Access and Circulation Improvements
The following graphic shows planned JBAB improvements that will foster transit-use, walking, and biking, both as part of a plan to discourage Single Occupant Vehicle (SOV) commuting and to support a “park once” strategy (parking once upon arrival and then using transit, biking, and walking for travel while at work). The draft Master Plan shows three future multi-modal transit “hubs” (green circles) in strategic locations; an internal shuttle that operates with 15-30 minute headways; a future joint JBAB-Department of Homeland Security (DHS) shuttle; and multiple bike-share stations. The future JBAB multimodal system assumes (and relies upon) future ferry/water taxi service (with docking at the marina); future DC streetcar service; future Metrobus/DC Circulator service; and planned nearby pedestrian/bicycle trails.

**Figure 15: Future Multi-Modal Circulation Framework Plan**

Smaller-scale pedestrian and bicycle improvements will also be implemented throughout the installation such as: traffic calming measures (raised crosswalks, stamped pavement, and bump-outs), street furniture, bike racks, and showering facilities in buildings. *Open Space and Outdoor Recreation Framework Plan*

The draft JBAB Master Plan identifies a well-connected network of open space, “park-like” corridors, and major tree canopy areas to foster walking and recreation, and to create a more attractive installation (Figure 16).
The identified projects will help unify the installation’s seemingly uncoordinated and disconnected park/recreation areas to create a more visually-connected installation.

**Landscape Design Framework Plan**

The Landscape Framework Plan is based on the 2008 NSF Anacostia Installation Appearance Plan (IAP), intended to provide unified landscape guidance to JBAB’s tenants, while also fostering differentiation between the various districts/land uses (Figure 17). The landscape plan encourages the use of more sustainable, native vegetation throughout the installation, and prescribes features/vegetation that are tailored for each area. For example, plantings/features within the Airfield and Industrial District (shown in gray) are guided more by airfield safety regulations and maintenance cost considerations, compared to vegetation/features prescribed for the Historic District, which is intended as respectful to its historic structures. Other landscape-use categories include: Family Housing, Mission/Administrative, Mixed Use, Open Space/Outdoor Recreation, and Approved Planting Focus Areas. The draft Master Plan refers to a new installation-wide IAP that is currently under development, scheduled for completion in September, 2014.
In response to Executive Order 13514 and JBAB’s history with flooding, the installation has prioritized a coordinated network of stormwater management strategies to alleviate potential damage and safety hazards related to flooding. The following graphic shows a variety of different strategies that will upgrade existing sewer and flood-control infrastructure, and develop a more coordinated and natural stormwater system on an installation-wide scale.
<table>
<thead>
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<th>Project</th>
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<td>1</td>
<td>Drainage system repair</td>
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<tr>
<td>2</td>
<td>Waterfront levee repair</td>
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<tr>
<td>3</td>
<td>Demolish existing building cluster and relocate functions</td>
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<tr>
<td>4</td>
<td>Create “green” corridors (Low Impact Design techniques)</td>
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<tr>
<td>5</td>
<td>Develop Low Impact Landscape designs (around building perimeters)</td>
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<tr>
<td>6</td>
<td>Retrofit major parking lots with Low Impact Designs</td>
</tr>
<tr>
<td>7</td>
<td>Retrofit large buildings with “green” roofs</td>
</tr>
</tbody>
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**Building Heights**

The draft Master Plan includes a building height component with three different use/height types as shown in the following graphic. Most of the riverfront area is shown as green space, between the JBAB Marina and the installation’s North Gate area, along with several “pockets” of green space in the future recreational vehicle park and near the central development area. Future development within a north-south, higher-density corridor (shown as orange) will be restricted to no more than six stories and surrounding areas will be restricted to no more than four stories. The height scheme is designed to “step down” building heights near the installation’s edges and to preserve significant views into JBAB.

![Figure 19: Future Maximum Building Heights](image)

**Energy Conservation**

The Master Plan describes several future energy reduction goals and states that JBAB has implemented a series of strategies to achieve these goals by increasing solar power production, repairing electrical distribution systems, replacing old generators, and by installing electric vehicle charging stations. JBAB will install solar systems over selected parking lots, and on all new and renovated building roofs; incorporate ground-source heat technology into new building designs;
and use solar thermal on new and renovated buildings. The Master Plan describes how JBAB’s various strategies will be implemented at the building, district, and installation-scale.

**Transportation Management Plan**

The TMP includes a summary table that summarizes the installation’s existing mode shares (how workers commute to JBAB), as well as short-term (5-year) and long-term (20-year) mode share goals for commuter Single-Occupant Vehicles (SOVs), carpool/vanpool, transit, walking, and biking. The table shows a short-term SOV mode split goal of 68% and long-term SOV mode split goal of 55%, which is significantly lower than the installation’s existing SOV mode split of 81%. The resulting share of non-SOV commuters (using transit, walking, biking, and carpool/vanpool) will increase from 19% to 32% (in 5 years) and 45% in 20 years – a significant improvement. In terms of parking, the TMP reflects the draft JBAB’s future net parking decrease of 833 spaces, which will result in a change from its existing 1:1.67 employee ratio to a future short-term ratio of 1:1.86, and proposed long-term ratio of 1:2. The TMP provides a justification for the long-term ratio based on the installation’s poor existing accessibility.

**II. PROJECT ANALYSIS/CONFORMANCE**

**Analysis**

*Master Plan Organization and Content Structure*

Overall, staff is very supportive of the proposed draft Master Plan’s organization and structure, consisting of a short-term (5-year) funded projects and projects that are likely to be funded. A longer-term component (20 years) provides an overarching framework for future projects to ensure that they are consistent with the Navy’s regional vision, goals, and objectives to create a more sustainable installation at Joint Base Anacostia Bolling. NCPC staff recommends that the Commission support the overarching organization and content structure of the master plan consisting of a Master Plan Program (5-year short range component) containing projects that are funded or likely to be funded within the next five years, and Framework Plan (20-year long-range component) consisting of a series of plans, or systems, that when assembled provide a comprehensive, long-range planning scenario for Joint Base Anacostia-Bolling to guide future planning and programming decisions for the installation. In order to maintain an up-to-date Master Plan to ensure a coordinated, comprehensive, and continuing planning process at JBAB, staff urges the Commission to request the applicant to update the short-range component of the Master Plan every two years and to coordinate with NCPC staff every five years to assess the need for updating the plan’s long-range component.

*Master Plan Development Program (5-year short range component)*

In recognition of the Master Plan’s Development Program, the Commission should note that the short-range component of the Master Plan includes a set of projects that are funded or likely to be funded within the next five years. The Master Plan is based on the assumption that the installation will not increase its employment population within the next five years, resulting in minimal future building projects on JBAB. In addition, NCPC staff recognizes the Navy’s “good-
NCPC staff recognizes the significance of the planned levee repair and certification to future development throughout JBAB as shown in Figures 4 & 8. As shown, the draft Master Plan shows a sizable portion of JBAB within the 100-year and 500-year flood zones as prone to future flooding (if the levee fails), requiring future tenants to plan and design their buildings to mitigate this risk. Based on JBAB’s history of flooding and the increased likelihood of flooding due to climate change, NCPC staff concurs with the JBAB Master Plan’s prioritized development areas, which reflect the future flood risk as “conditional” until the levee is successfully repaired. The future levee repair and recertification is currently unfunded at this time. Staff recommends that the Commission support the rehabilitation and recertification of the waterfront levee in light of the installation’s history of flooding, potential for future flooding, and the hindrance of assumed flooding to future development on the installation.

Framework Plan (20-year long range component)

The draft Master Plan and TMP propose to reduce employee parking by 833 spaces (approximately 10%) within the next five years, which will improve the installation’s overall parking ratio from 1:1.67 to 1:1.86. Staff believes this to be a reasonable short-term goal. However, the Navy proposes a 1:2 long-term (20-year) parking ratio goal, which is far greater than the NCPC goal of 1:4 for the installation based on its location within the historic District of Columbia boundary, outside of the Central Employment Area. Based on the Navy’s justification; the District’s documented plans for the area; and the JBAB commuter survey, staff does not support this long-term goal.

As documented in the draft JBAB Master Plan and TMP, Anacostia is expected to undergo a tremendous amount of development within the next 20 years. Planned new development - Barry Farms, Poplar Point, and the St. Elizabeths East and West Campuses – is expected to add over 4,000 new housing units and well over 20,000 new local jobs. Several new transportation projects/services – streetcar, water taxi/ferry service, and direct Metrobus/DC Circulator service onto the JBAB - will greatly improve local and regional accessibility to the area. As such, Anacostia is poised to undergo tremendous change during the next two decades, with more workers living in the city, closer to their work-sites on the installation, rather than commuting from outside of the Beltway. This expectation is based on national demographic trends of people moving back into cities, choosing to live closer to work, and preferring to travel to work by transit and through “active commuting”.3 Locally, these trends are reflected as approximately 1,000 new people are moving into the city each month, and the share of bicycle and pedestrian commuters is now estimated at approximately 4.0% and 11.0%, respectively, compared national averages of 1.0% (bikers) and 4.0% (walkers), respectively.4

3 www.placemakers.com/2012/04/09/generation-ys-great-migration/
4 District Department of Transportation / American Community Survey Report.
One significant project that would improve the area’s regional carpool/vanpool accessibility is an I-295/Anacostia Freeway “managed” lane facility, which is included in the most recent 2014 Constrained Long-Range Plan (CLRP). Though only a study at this time, such a facility is reasonable to anticipate along I-295 since a number of similar facilities have recently been completed or are planned in the Washington Metropolitan Region within the next 20 years.\(^5\) The following graphic depicts the potential managed facility from the 2014 CLRP.

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\(^5\) Metropolitan Washington Council of Governments.
Vision 2035 as “a holistic and forward-thinking vision by Naval District Washington to proactively address transportation, demonstrate compliance, and become a leader in sustainability.” In addition, the TMP contains the following principles, all of which demonstrate firm support for reducing auto-dependency and encouraging non-Single Occupant Vehicle (SOV) travel by the Navy:

- “Principle 1: We are leaders in sustainable transportation and active partners in determining the region’s future.”
- “Principle 2: We support a culture of flexibility and choices for employees’ work schedules and commuting.”
- “Principle 3: We are committed to managing parking by supporting policy changes that discourage unnecessary parking and encourage alternative transportation choices.”
- “Principle 4: We foster a transportation system that maximizes accessibility, connectivity, and renewable fuel alternatives.”

The JBAB TMP explains that there is a concerted effort by the federal government and regional metropolitan planning organization (Metropolitan Washington Council of Governments) to reduce the amount of greenhouse gas (GHG) emissions from vehicles through the following goals:

- Executive Order (EO) 13514 mandates a 2 percent per year reduction in GHG
- Energy and Independence Security Act (EISA) of 2007 requires a 20% petroleum reduction by 2020 and 10% alternative fuel increase by 2020
- the NDW Energy Vision, Maryland GHG Reduction Act of 2009 targets a 25% reduction in GHG by 2020 (10% by 2012, 15% by 2015)
- the MWCOG Region Forward calling for a 20% GHG reduction below 2005 levels by 2020 and an 80% emission reduction below 2005 levels by 2020.

In support of these lofty goals/principles, staff undertook a short mode share analysis (documented in Appendix B), concluding that a 1:4 ratio is reasonable for JBAB based on its commuter survey results (documented in the TMP); local/national demographic trends; planned long-term development for the area; and the St. Elizabeths (West Campus) goals. The following table shows a breakdown of the Navy’s proposed mode share goals (resulting in a long-term 1:2 ratio) compared to alternative reasonable mode share goals (resulting in a 1:4 ratio).

<table>
<thead>
<tr>
<th>Transportation Mode</th>
<th>Current Mode Share</th>
<th>JBAB-Proposed Goals</th>
<th>Potential Alternative Goals</th>
</tr>
</thead>
<tbody>
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<td>55%</td>
<td>25%</td>
</tr>
<tr>
<td>Public Transit</td>
<td>7.5%</td>
<td>20%</td>
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<td>Vanpool/Carpool</td>
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<td>0.8%</td>
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<td>3%</td>
</tr>
<tr>
<td>Bicycle</td>
<td>0.2%</td>
<td>3%</td>
<td>4%</td>
</tr>
</tbody>
</table>

Greenhouse gas emissions from motor vehicles include carbon dioxide (CO2), methane (CH4), nitrous oxide (N2O), and hydro fluorocarbon (HFC) emissions, with CO2 being released in the largest volumes.
Table 1: Alternative Future Commuter Mode Share Goals

<table>
<thead>
<tr>
<th>Mode</th>
<th>Current</th>
<th>Recommended</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Telework</td>
<td>---</td>
<td>----</td>
<td>3%</td>
</tr>
<tr>
<td>AWS/Leave</td>
<td>---</td>
<td>----</td>
<td>3%</td>
</tr>
</tbody>
</table>

The St. Elizabeths, West Campus complies with a 1:4 employee parking ratio even though as pointed out in the draft JBAB Master Plan and TMP, the local area is currently not very accessible. The 2008 TMP shows the following recommended mode share goals for the West Campus: Drive Alone (SOV) - 17%; Metrorail – 35%; Carpool/Vanpool – 20%; Commuter Rail – 7%; and Commuter Bus – 4%. These future goals are intended for the Campus’s “build out”, which is presently scheduled for 2020, well within the JBAB Master Plan’s 20-year component.

In light of these previous points, staff recommends that the Commission not support the proposed employee parking ratio of one space for every two employees (1:2) since the Master Plan and Transportation Management Plan do not successfully justify deviation from the Transportation Element’s prescribed 1:4 long-term employee parking ratio goal.

There are a number of noteworthy strategies in the draft Master Plan including: community gardens; reconnecting and expanding the waterfront open space area; establishing a unified internal shuttle system; and implementing future bike-share stations and direct Metrobus/DC Circulator service onto the installation. In recognition of these potentially transformative strategies, staff urges the Commission to strongly support the following general strategies contained within the Framework Plan:

- Expansion of waterfront open space area along most of the installation’s riverfront.
- Establishment of a comprehensive and unified shuttle system within the installation.
- Establishment of a dedicated shuttle service between the Joint Base Anacostia-Bolling installation and St. Elizabeths West Campus; bike-share stations; and direct Metrobus and/or DC Circulator service onto the installation.
- Establishment of a Central Development Focus Area to prioritize additional planning and urban design efforts to create a more walkable, functional, mixed-use central business district.
- Designation of community garden areas.

There are several opportunities to improve the Master Plan’s Framework Plan component related to parking and future visitor access as described in the following sections.

Much of the parking within the Central Development Focus Area is designated for employee use (green circle), and removing this parking would significantly improve the installation’s overall parking ratio. In addition, parking removal would help create more space for future development and facilitate a denser, more walkable, development district, with less intrusion from vehicular traffic. Although not shown as employee parking, the surface lot directly adjacent to the waterfront (red circle), immediately to the south of the marina lot, should be prioritized for removal to eliminate impervious surface area and to create additional open space along the waterfront. The Master Plan shows this site as future Mixed-Use, and the Future Land Use Framework Plan should be changed to show this parcel as Open Space/Outdoor Recreation.
The draft Master Plan shows South Gate as the sole access point for visitors (with non-commercial vehicles) to JBAB. Rather, NCPC staff believes the Navy should consider using Arnold Gate for visitor access, with planned streetcar service terminating closer to Arnold Gate than South Gate, at the future multi-modal transit hub (Figure 22). To access South Gate, visitors will have to travel an additional 1.4 miles from the transit hub by walking, biking, or transferring to another transit service (Metrobus or DC Circulator), which would not be as practical.\(^7\) Also, once inside the installation, using South Gate, visitors will have farther distances to travel to reach most locations within JBAB, compared to Arnold Gate.

Therefore, NCPC staff urges the Commission to request the Navy to make the following specific changes to the long-range Framework Plan:

- Prioritize employee parking removal within the planned Central Development Focus Area to foster the district’s walkability, enhance its urban design, and to improve the installation’s overall parking ratio.

- Prioritize the removal of the surface parking lot to the south of the JBAB marina lot to reduce impervious area along the waterfront and to create additional open space.

- Consider using Arnold Gate for future visitor access rather than South Gate due to the proximity of the planned nearby multi-modal transit hub and streetcar service.

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\(^7\) The planning industry considers ¼-mile to be the maximum comfortable walking distance for pedestrians.
The draft Master Plan shows the future relocation of JBAB’s commercial vehicle inspection operation from its South Gate to the installation’s northern area, with access through the Firth Sterling Gate. With such a relocation, there could be a potential adverse impact to local area traffic conditions from increased commercial vehicles, especially during heavier morning and evening commuter periods. South Capitol Street and Firth Sterling Avenue are major roadways and intersect outside of the Firth Sterling Gate. There is a major access point to the St. Elizabeths Campus approximately 500 feet away from the Firth Sterling Gate, with heavy turning volumes, and additional commercial traffic could potentially increase area traffic congestion and interfere with traffic accessing St. Elizabeths. One possibility to help assuage this situation might be to schedule commercial deliveries to JBAB during the evening and other “off-peak” periods. Nevertheless, to coordinate the potential JBAB relocation and eliminate the possibility of any adverse traffic impacts, NCPC staff urges the Commission to support future consultation between the Navy, General Services Administration, NCPC, and Department of Homeland Security on the Joint Base Anacostia-Bolling’s proposed use of Firth Sterling Gate and/or North Gate for access to its planned commercial vehicle inspection area.

The draft JBAB Master Plan and TMP describe regular Travel Demand Management (TDM) planning efforts between JBAB and the St. Elizabeths (Department of Homeland Security) facility. Specifically, JBAB is actively planning for future water taxi/ferry service to its marina; potential direct Metrobus and/or DC Circulator service onto the installation; and a joint DHS/JBAB shuttle between the two installations. In addition, the Master Plan and TMP describe future use of water taxi/ferry service by employees from the NRL, with access to the JBAB marina through NRL’s North (Magazine Road) Gate. NCPC staff supports JBAB’s on-going efforts coordinate with St. Elizabeths and NRL, and urges the Navy to engage with the Washington Metropolitan Area Transit Authority (WMATA) and District Department of Transportation (DDOT) to explore the possibility of direct bus service onto the installation and to explore other potential TDM programs. Therefore, staff recommends that the Commission support future planning and coordination for future travel demand management programs and services between JBAB, Naval Research
Laboratory, DHS-St. Elizabeths, Washington Metropolitan Area Transit Authority, NCPC, and District Department of Transportation.

The proposed draft Master Plan is generally consistent with many of the policies found in the federal elements of the Comprehensive Plan for the National Capital, including:

**Federal Workplace Element:**
- Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
- Implement methods to reduce consumption of non-renewable energy resources and to reduce the consumption of energy through energy efficient techniques as soon as practicable at all federal workplaces or when planning these facilities.

**Transportation:**
- Prepare Transportation Management Plans (TMPs) to encourage employee commuting by modes other than the single-occupant vehicle.

Figure 23: Firth Sterling Gate and St. Elizabeths Access Proximity

Comprehensive Plan for the National Capital

The proposed draft Master Plan is generally consistent with many of the policies found in the federal elements of the Comprehensive Plan for the National Capital, including:

**Federal Workplace Element:**
- Consider the modernization, repair, and rehabilitation of existing federally owned facilities for federal workplaces before developing new facilities.
- Implement methods to reduce consumption of non-renewable energy resources and to reduce the consumption of energy through energy efficient techniques as soon as practicable at all federal workplaces or when planning these facilities.

**Transportation:**
- Prepare Transportation Management Plans (TMPs) to encourage employee commuting by modes other than the single-occupant vehicle.
- Encourage ridesharing, biking, walking, and other non-single occupant vehicle modes of transportation for federal commuters.
- Provide bicycle travel lanes, paths, or trails between campus entrance points and all buildings on the campus.
- Include, within TMPs, implementation plans with timetables outlining each agency’s commitment to reaching TMP goals.
- Submit their most recent TMP with all master plans and with all projects that increase employment on site by 100 or more.
- Federal agencies should operate on-campus circulators on federal campuses with multiple federal buildings.
- 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:

- Further decrease federal employee usage of single-occupant vehicles through operational policies, such as Transportation Demand Management techniques, and the location and design of workplace facilities.
- Minimize power generation requirements, such as by utilizing best available “green” building systems and technologies.
- Encourage the development and use of alternative energy sources to reduce the reliance on fossil fuels.
- Encourage the use of innovative and environmentally friendly “Best Management Practices” in site and building design and construction practice, such as green roofs, rain gardens, and permeable surface walkways, to reduce erosion and avoid pollution of surface waters.

The one Comprehensive Plan policy that the proposed draft Master Plan is clearly inconsistent with is the prescribed 1:4 long-term parking ratio goal for all federal development within the historic District of Columbia boundaries, outside of the Central Employment Area. The JBAB Master Plan proposes an overall long-term parking ratio goal of 1:2.

Relevant Federal Facility Master Plan

The proposed 2014 Joint Base Anacostia-Bolling Master Plan is a revision of the previous 2010 draft Master Plan that was reviewed by the Commission in May, 2011. See Appendix A for May, 2011 Commission Action. Previous master plans were reviewed and approved by the Commission for the Bolling/Anacostia Tract in November, 1990 and in January, 1972.

National Environmental Policy Act (NEPA)

With regard to master plans, NCPC’s review authority is of an advisory nature. As stated in NCPC’s Submission Guidelines, the Commission has determined that an approved master plan is a required preliminary planning document prior to agency preparation and submission of individual site and building plans. Master plans are necessary for installations on which more than one principal building, structure or activity is located or is proposed to be located, and provides the Commission with the necessary regional and/or installation-wide context necessary to properly
understand and analyze individual development projects. Such a comprehensive view allows examination of the relationship of an installation’s entire development program with principals of good planning and the policies of the Comprehensive Plan.

Given the potential for cumulative impacts resulting from the collection of projects included in a master plan, NCPC will typically require that applicants complete compliance with the National Environmental Policy Act and the appropriate environmental documentation at the time master plans are submitted for review for installations located within the District of Columbia where NCPC has approval authority over individual projects. However, NCPC’s authority is advisory for development within the Bolling-Anacostia Tract (pursuant to Public Law 93-166) and NCPC does not have an independent NEPA responsibility.

**National Historic Preservation Act (NHPA)**

Similar to above, the Commission typically requires that applicants conduct Section 106 consultation under the National Historic Preservation Act at the time master plans are submitted for review. However, NCPC’s authority is advisory for development within the Bolling-Anacostia Tract (pursuant to Public Law 93-166) and NCPC does not have an independent Section 106 responsibility.

### III. CONSULTATION

**Coordination with local agencies**

NCPC staff sent the draft Master Plan and TMP to staff at the National Park Service, General Services Administration, District Department of Transportation, District of Columbia Office of Planning, and District Department of the Environment for referral in early April, 2014. The Coordinating Committee reviewed the proposal at its May 14, 2014 meeting. The Committee forwarded the draft Master Plan to the Commission with the statement that the proposal has been coordinated with all participating agencies except the District Department of Transportation. DDOT has not completed its review of the draft Master Plan. The participating agencies were: NCPC; the District of Columbia Office of Planning; the State Historic Preservation Officer; the District Department of Transportation; the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.
APPENDIX A – May 2011 Commission Action

NCPC File No. MP55

JOINT BASE ANACOSTIA-BOLLING
DRAFT MASTER PLAN

Southeast, Washington, DC

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

May 5, 2011

Commission Action Requested

Approval of comments on the draft Master Plan for Joint Base Anacostia-Bolling, pursuant to Public Law 93-166 Section 610(a).

Commission Action

The Commission:

Provides the following comments on the draft Master Plan for Joint Base Anacostia-Bolling, as shown on NCPC Map File No. 84.22(05.14)4332:

Comments favorably on the inclusion of development strategies that limit the visual impacts of future base development on surrounding communities, on the Plan's landscaping standards that help preserve the character of existing Joint Base Anacostia-Bolling neighborhoods, and on the "Site Environment/Sustainability" chapter, which promotes a wide variety of sustainability-oriented strategies for future base development.

Comments unfavorably on the proposed employee parking ratio of 1:2.42, which exceeds the 2004 Comprehensive Plan ratio of 1:4 because the Transportation Management Plan does not justify why Joint Base Anacostia-Bolling will not meet the Comprehensive Plan parking ratio of 1:4 for this location and the master plan environmental assessment does not analyze an alternative that meets the 1:4 parking ratio. The current parking ratio is 1:1.66.

Notes that the Joint Base Anacostia-Bolling Master Plan Environmental Assessment's Cumulative Impacts section is required to consider the cumulative impacts of growing Joint Base Anacostia-Bolling when considered with other planned development, such as that at St Elizabeths and Poplar Point, and that the Joint Base Anacostia-Bolling Master Plan should indicate the level of NEPA review that will be conducted at the project level following completion of the Master Plan, and encourages the Navy to work with the Department of Homeland Security and General Services Administration to explore the possibility of developing
and managing a coordinated Transportation Management Plan for Joint Base Anacostia-Bolling and St. Elizabeths.

**Recommends** that the Joint Base Anacostia-Bolling Master Plan be revised to acknowledge, and the design of the North Administrative Mission Complex should reflect, the possibility of a future realignment of South Capitol Street and the Frederick Douglas Memorial Bridge.

**Requests** the following additional information in the Final Joint Base Anacostia-Bolling Master Plan, as outlined in NCPC’s Master Plan submission guidelines:

- **A Transportation Management Program (TMP)** with the following additional information:
  
  (1) a description of existing and projected peak hour traffic by mode, with indicated points of entrance and exit, the number of existing and proposed bicycle spaces, as well as transit routes and stops and pedestrian facilities serving the installation, both on-site and in the nearby area; and a summary of existing and proposed parking by type of assignment (official cars, vanpools, carpools, single-occupant vehicles, handicapped persons, visitors, etc.);
  
  (2) stated goals and objectives for the TMP, such as trip reduction, mode split changes, or vehicle occupancy rate increases;
  
  (3) an evaluation of projected transportation impacts resulting from master plan developments and description of potential TMP mitigation measures;
  
  (4) a description of the process for monitoring and evaluating the achievement of goals and objectives and adjusting TMP strategies; and
  
  (5) a summary of the relationship of the TMP provisions to transportation management and air quality requirements of local, state and regional agencies, including provisions for working cooperatively with affected agencies to address those requirements.

- A description and analysis of existing and future conditions related to visitor and resident facilities and needs;

- A summary sheet for easy reference providing the following information for both existing conditions and long-range projections:
  
  (1) total acreage, including a breakdown in acreage of land area by use (for example: office/administrative, training, service);
  
  (2) total population, including a breakdown by employees and visitors (by shifts), residents, and students, noting peak arrival and departure times;
  
  (3) building floor area;
  
  (4) total number of parking spaces; and
  
  (5) any other useful statistics and facts;

- A cultural resources section that includes: an analysis of the potential effects, if any, that the master plan will have on recognized historic resources both on the installation or in the vicinity; and the status of compliance with Section 106 of the National Historic Preservation Act of 1966, as amended, if applicable (Compliance must be completed prior to Commission action.)
NCPC File No. MP55

Recommends that the Department of the Navy in preparing the Joint Base Anacostia-Bolling Master Plan:

- Analyze the specific impacts on the transportation network serving the Joint Base, especially the intersections along Firth Sterling Avenue, that will be created by shifting the truck screening facility to the North Gate and to propose mitigation measures.

- Provide specific estimates of the visitor trips that will be redirected and their impact on the levels of service of intersections along Firth Sterling.

- Analyze the impacts on the transportation network that will result if the Frederick Douglass Bridge is not reconstructed according to the longstanding realignment.

- Analyze the alternative truck access proposed by the District Department of Transportation as part of the Bridge realignment and explain why using the Firth Sterling Gate is a superior approach.

- Analyze the impact of the increased traffic from increased utilization of existing parking and propose mitigation measures.

- Provide an explanation why Joint Base Anacostia-Bolling cannot achieve the 1:4 parking ratio standard that will be achieved at St. Elizabeths.

//signed// 5/6/2011

Deborah B. Young
Secretary to the National Capital Planning Commission
### APPENDIX B – Potential Alternative Mode Share Goals

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<td>3%</td>
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</tbody>
</table>

**NOTES:**

**Single Occupant Vehicle %:** 1:4 ratio = 25% (NCPC goal)

**Public Transit %:** = 40%
- 35% was calculated from the responses to the “Travel Mode – On-Base Shuttle Service” question.
- +5% credit added to 35% based on planned local area transit projects (ferry service, streetcar, direct Metrobus and DC Circulator service, joint St. Elizabeths-JBAB shuttle, expanded WMATA system); future local area housing; and changing demographics (“Millennials”), which are likely to result in more people living in the city and using transit to commute to work.

**Vanpool/Carpool %:** based on commuter survey responses = 22%
- +7% was added to the existing carpool/vanpool mode share (10%) based on responses to the “What would encourage you to stop driving to work alone?” question = 17%
- +5% credit added to 17% based on assumed future I-295 managed lane facility = 22%

**Pedestrian %:** long-term JBAB goal + 1% = 3%
- credit given to trend of increasing number of walking commuters in Washington, DC; planned local area housing; and changing demographics (“Millennials”), which are likely to result in more people living in the city and walking to work.

**Bicycle %:** long-term JBAB goal + 1% = 4%
- credit given to planned local area bicycle facility projects; trend of increasing number of bicycle commuters in Washington, DC; planned local area housing; and changing demographics (“Millennials”), which are likely to result in more people living in the city and biking to work.

**Telework %:** based on future telework goal for St. Elizabeths West Campus = 3%
- The St. Elizabeths TMP (West Campus) assumes a future mode share of 4% for workers at telework centers.

**Alternative Work Schedule (AWS)/Leave %:** based on similar goal for St. Elizabeths West Campus = 3%
- The St. Elizabeths TMP (West Campus) assumes a future mode share goal of 5% for AWS and home-teleworkers.