



Executive Director's Recommendation

Commission Meeting: October 1, 2015

PROJECT Draft Installation Master Plan Marine Barracks Washington 8th and I Streets, SE Washington, DC	NCPC FILE NUMBER MP204
	NCPC MAP FILE NUMBER 41.00(05.00)43862
SUBMITTED BY United States Department of Defense, Department of the Navy	APPLICANT'S REQUEST Approval of comments on draft master plan
REVIEW AUTHORITY --Approval of Master Plan for Use by the Commission as a Guide for Future Reviews of Individual Site and Building Projects	PROPOSED ACTION Approve comments as requested
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The Department of the Navy, in concert with the Marine Corps, has developed an installation master plan for the Marine Barracks Washington ("MBW"). The MBW is located in Southeast Washington and is comprised of two districts in close proximity to the 8th Street, SE retail corridor ("Barracks Row") south of G Street, SE and north of L Street, SE. District 1 consists of the Main Post and a barracks known as Building 20. District 2 consists of the Marine Barracks Washington Annex. The Main Post was established in 1805 and is the home of the Marine Corps Commandant's House, one of the only buildings to survive the burning of Washington by the British during the War of 1812. Building 20 and the MBW Annex are both residential quarters for enlisted personnel.

The draft installation master plan also includes a transportation management program for MBW. The draft master plan is separated into a vision plan, a framework plan, an installation development plan, and development standards and program. The foundation of the vision plan is a concise guiding statement that articulates the installation's desired planning direction, encompasses mission objectives and activities, and maximizes long-range capability, flexibility and capacity.

The main project associated with this draft master plan is the relocation of the Building 20 barracks into a new facility located on the MBW Annex site. The Marines plan to vacate Building 20 because it does not meet the new anti-terrorism/force protection standards. The Navy has not determined the future of Building 20. In addition to the relocation of Building 20, there are many small renovation projects and installation improvements associated with this draft master plan. These projects include improvements to: pedestrian access around this installation, the parade grounds, and the landscape setting.

KEY INFORMATION

- Marine Barracks Washington (MBW) Main Post was established in 1805 and was designated a historic district on the National Register of Historic Places.
- Building 20, constructed in the 1970s, is not a historic building. The Navy is proposing to relocate the barracks from Building 20 because it does not meet current anti-terrorism/force protection setback requirements.
- The Navy explored five separate sites in the immediate vicinity for relocating the barracks from Building 20. Potential sites included two federally-owned sites and three privately-owned sites.
- MBW Annex and the Washington Navy Yard are the only two federally-owned sites in the immediate vicinity where the new barracks could be located. There are no barracks at the Navy Yard, as this installation is predominately for administrative offices for the Navy. At the MBW Annex site, the main land uses are residential and open space.
- The District of Columbia Office of Planning expressed some concern about the Navy's possible use of privately-owned land for the new barracks which would affect the property tax base and impact historic properties. This sentiment was also expressed by local citizen groups during a similar planning process for the new barracks approximately five years ago. The Navy identified some federally held land as preferable for this facility in the draft environmental impact statement and is not pursuing any of the privately owned parcels for the barracks.
- The preferred site for the proposed new barracks is within the federally-owned MBW Annex, built in 2006. The preferred site is comprised of several land uses, including parkland previously owned by the National Park Service (NPS). In 2002, the NPS transferred 2.6 acres to the Navy which currently functions as 2.8 acres of open space. The preferred site is also partially on a street right of way for K Street, SE between 5th and 7th Streets, SE and on 6th Street, SE, a paper street at this location.
- On June 26, 2001, the Navy, NPS and the District of Columbia State Historic Preservation Officer (DC SHPO) signed a memorandum of agreement (MOA) to protect the K Street and 6th Street, SE right-of-way viewsheds within these L'Enfant Plan streets. The MOA does not allow structures to be constructed in these rights-of-way and will need to be revisited if the barracks is to be constructed at the preferred location.
- In 2002, the Navy and NPS signed a covenant, as part of the transfer of jurisdiction that identified K and 6th Streets rights-of way as protected viewsheds and designated new recreation space to be accessible for public use in perpetuity.
- The Navy is not proposing to develop any new parking spaces with this new barracks, but will use the parking that exists below Building 20 and will maintain a parking ratio of 1:4.27 for the installation.

RECOMMENDATION

The Commission:

Provides the Navy with comments on its draft installation master plan which is a comprehensive guide for future growth at the Marine Barracks Washington.

Notes on October 15, 2002, the Navy and the National Park Service signed a covenant, as part of a transfer of jurisdiction that identified K and 6th Streets rights-of way as protected viewsheds and designated new recreation space that would be accessible for public use in perpetuity. The Navy is proposing to locate the new barracks on a portion of the 6th Street right of way that is included in the covenant.

Notes that the site for the proposed barracks may encroach on a historic resource, namely a paper street included in the L'Enfant Plan, 6th Street, SE; and if the Navy wants to pursue this site it will need to undertake the following actions before the Commission would consider it:

- Determine appropriate mitigation to include in the MOA with the DC SHPO for impacting the 6th Street, SE right of way between the K Street right of way and L Street, SE.
- Develop an agreement or a new covenant with the National Park Service addressing the change in land use from park/recreation to mixed-use/housing, and addressing the views.
- Identify how to maintain all of the existing recreational activities at this site or establish new recreation facilities in close proximity to the MBW Annex site.

Further recommends that the Navy either make changes to the final installation master plan or update the Commission on its progress by submitting responses to the following comments:

- Historic Preservation
 - Develop an agreement with DC SHPO that would maintain the K Street, SE right of way viewshed between 5th and 7th Street, SE.
- Urban Design
 - Consult with NCPC, the Commission of Fine Arts and DC SHPO on the design and configuration of the new barracks building to find ways to minimize the massing of the proposed barracks so it is in keeping with the adjacent development.
 - Maintain a clear viewshed along the K Street, SE right of way between 5th and 7th Streets, SE which is a closed L'Enfant Street.
- Land Use
 - Change the future land use designation for the site of the proposed barracks on the Future Land Use Map, included in the draft master plan, from open space to mixed-use/housing.
 - Prepare analysis and recommendations regarding potential alternative uses for the future of Building 20.
- Transportation
 - Continue to encourage employees working at this site to use alternative means of travel.

PROJECT REVIEW TIMELINE

Previous actions	January 2002 – Approved sub-area master plan revision and preliminary and final site and building plans for the Barracks and Band Building (MBW Annex) April 2002 – Approved the site and building plans for the parking garage at the MBW Annex.
Remaining actions (anticipated)	Fall/Winter 2015 or 2016 – Approval of Master Plan as a guide for future development at this installation. Fall 2016 – Preliminary and final site and building plans for the new barracks at MBW Annex.

PROJECT ANALYSIS

Executive Summary

Staff evaluated this draft master plan by determining the Navy's consistency with the relevant policies within the Preservation and Historic Features, Federal Workplace, and Transportation Elements of the Comprehensive Plan for the National Capital. Staff comments are focused on the relocation of the barracks, known as Building 20, which is the main project proposed in this master plan.

This project is generally consistent with many of the Comprehensive Plan policies including those that site federal facilities on existing federal land, ensure safe and accessible workplaces and promote multi-modal commuting to reduce traffic on roadways and air pollution. However, this plan is not consistent with the Comprehensive Plan policies to protect and restore the L'Enfant Street rights of way. This master plan includes siting the new barracks on a portion a street that was identified in the L'Enfant Plan. Additional design and planning work will help staff better understand its configuration and impacts. Therefore, staff recommends the Commission **recommends that the Navy either make changes to the final installation master plan or update the Commission on its progress by submitting responses to the following comments:**

- **Historic Preservation**
 - **Develop an agreement with DC SHPO that would maintain the K Street, SE right of way viewshed between 5th and 7th Street, SE.**
- **Urban Design**
 - **Consult with NCPC, the Commission of Fine Arts and DC SHPO on the design and configuration of the new barracks building to find ways to minimize the massing of the proposed barracks so it is in keeping with the adjacent development.**
 - **Maintain a clear viewshed along the K Street, SE right of way between 5th and 7th Streets, SE which is a closed L'Enfant Street.**

- **Land Use**
 - **Change the future land use designation for the site of the proposed barracks on the Future Land Use Map, included in the draft master plan, from open space to mixed-use/housing.**
 - **Prepare analysis and recommendations regarding potential alternative uses for the future of Building 20.**
- **Transportation**
 - **Continue to encourage employees working at this site to use alternative means of travel.**

Analysis

Staff determined that the draft installation master plan is generally consistent with many Comprehensive Plan policies, however it is not consistent with the policies that seek to protect and restore the L'Enfant Plan streets. As described below, this case has unique circumstances that may allow for the further investigation of locating the new barracks in a new building constructed on a L'Enfant Plan street. Further, staff has prepared comments on the draft installation master plan regarding historic preservation, urban design, land use, and transportation,. The Navy should either make changes to the master plan before the final version is submitted or update the Commission on its progress by submitting responses to these comments.

Historic Preservation

The Navy identified impacts to historic resources including placing a new barracks building on the 6th Street, SE right of way, which is a L'Enfant Plan street. The L'Enfant Plan is a listed on the National Register of Historic Places. Staff conducted further analysis and determined the following regarding the placement of the proposed barracks building on the 6th Street right of way, namely:

- the portion of 6th Street, SE where the new barracks is to be located was never constructed;
- 6th Street does not exist on the blocks north or south of the site;
- the site will remain in federal ownership; and
- the Southeast/Southwest Expressway, I-695 obstructs the viewshed to the north and a building on the Washington Navy Yard obstructs southward views.

Given these considerations, **notes that the site for the proposed barracks may encroach on a historic resource, namely a paper street included in the L'Enfant Plan, 6th Street, SE; and if the Navy wants to pursue this site it will need to undertake the following actions before the Commission would consider it:**

- **Determine appropriate mitigation to include in the MOA with the DC SHPO for impacting the 6th Street, SE right of way between the K Street right of way and L Street, SE.**
- **Develop an agreement or a new covenant with the National Park Service addressing the change in land use from park/recreation to mixed-use/housing, and addressing the views.**
- **Identify how to maintain all of the existing recreational activities at this site or establish new recreation facilities in close proximity to the MBW Annex site.**

The Navy has initiated the Section 106 Consulting Party process as part of the master planning and environmental impact statement processes. The Consulting Parties agreed to develop a programmatic agreement for the projects at the Marine Barracks Washington. This process is ongoing.

Urban Design

The Navy undertook a siting process that evaluated five separate sites in order to determine the most appropriate location for the new replacement barracks. These sites needed to be located within close walking distance to the Main Post because many of the personnel frequently participated in events at the parade grounds located on the Main Post. Only two of the five sites were located on federal land: the MBW Annex site and the Washington Navy Yard. The MBW Annex site currently has a compatible residential land use, while the Washington Navy Yard site is surrounded by administrative uses with only a small amount of officer residences. Therefore, the Navy determined that the MBW Annex site is more compatible with the proposed new barracks building.

The design and configuration of the proposed building should fit within the context of its setting. Continued coordination with the Commission of Fine Arts, the District of Columbia Historic Preservation Office and NCPC staff should be focused on how to best ensure it relates to its context.

Land Use

Several land use issues should be addressed in the draft installation master plan. These issues include addressing the covenant, correcting the land use map and deciding what happens with Building 20. The Navy should work with NPS to address the covenant that currently does not allow a building to be constructed on the 6th Street right of way. More detailed discussion about the covenant is in the historic preservation section of this report. This modification should occur before the final master plan is submitted to the Commission. **Staff notes on October 15, 2002, the Navy and the National Park Service signed a covenant, as part of a transfer of jurisdiction that identified K and 6th Streets rights-of way as protected viewsheds and designated new recreation space that would be accessible for public use in perpetuity. The Navy is proposing to locate the new barracks on a portion of the 6th Street right of way that is included in the covenant.**

Also, the Navy identified the MBW Annex as its preferred location for the new replacement barracks however the future land use map within the draft installation master plan does not identify the site as mixed use/housing. The future land use plan in the draft installation master plan identifies the site for the replacement barracks as open space/recreation. The Navy will need to update this or describe why this is acceptable in the final master plan.

Finally, the Navy has not determined the future of Building 20 at this time and the Navy should prepare an analysis of potential alternatives for the future of this building.

Transportation

The Transportation Management Plan for the draft installation master plan describes how the Navy will continue to meet its parking ratio goals and modal split. The Navy states in the draft installation master plan that there are 1,286 personnel assigned to the Marine Barracks Washington, which includes 641 commuters and the rest residing on the installation. There are 150 spaces allocated for commuters at this facility, and 500 total spaces overall, for a parking ratio of 1:4.27 (641 commuters and 150 parking spaces). Staff appreciates the Navy's thorough description of personnel composition and parking space allocation and agrees with the calculation of 1:4.27 parking ratio. Staff finds the Navy has provided sufficient information to determine that the MBW installation complies with the Comprehensive Plan's one space per four employee parking ratio goal. Staff notes the Navy should continue to encourage installation employees to use alternative modes of travel.

CONFORMANCE

Comprehensive Plan for the National Capital

As noted above, this projects meets many policies within the Comprehensive Plan. The policies within the Historic Preservation Element will need to be addressed during the Section 106 consultation and design consultation processes.

National Historic Preservation Act

As part of the review of the MBW Master Plan EIS process, the Navy initiated contact with the DC State Historic Preservation Officer, NCPC staff and others to develop a programmatic agreement for several projects in the master plan including the replacement barracks project. Staff anticipates that this programmatic agreement is will be completed within the next few months.

National Environmental Policy Act

The Navy has undertaken an environmental impact statement (EIS) process to fulfill its NEPA responsibility. The EIS evaluated impacts for the following topic areas on the five alternate site: land use, transportation/circulation, cultural resources, socioeconomics, environmental justice, public health and safety, utilities, public services, noise, geology and soils, water resources, biological resources, and air quality. The preferred site at the MBW Annex had adverse impacts to land use and cultural resources because of placing the replacement barracks on the L'Enfant street right of way. The draft EIS has been circulated for public comment and the Navy is expected to issue a record of decision by the beginning of 2016.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the proposal at its September 9, 2015 meeting. The Committee forwarded the proposal to the Commission with the statement that it has been coordinated with all participating agencies with the exception of the State Historic Preservation Office, National Park Service and the National Capital Planning Commission. The SHPO provided comments via email noting that the Section 106 consulting party process just started in July 2015 and it has not made a final determination of adverse effects. The National Park Service noted that

it was premature to comment on the site of the new Marine Corps Barracks building at this time. NCPC will work with the Navy, SHPO, and NPS in the future to address any concerns. The participating agencies were: NCPC; the District of Columbia Office of Planning; the State Historic Preservation Officer; the District of Columbia Department of Transportation, the General Services Administration; the National Park Service and the Washington Metropolitan Area Transit Authority.

U.S. Commission of Fine Arts

The Navy has not submitted the project for review at this time.

ONLINE REFERENCE

The following supporting documents for this project are available online:

- Draft Master Plan
- Draft Transportation Management Plan

Prepared by C. Hart
9/24/15

POWERPOINT (ATTACHED)

MP 204

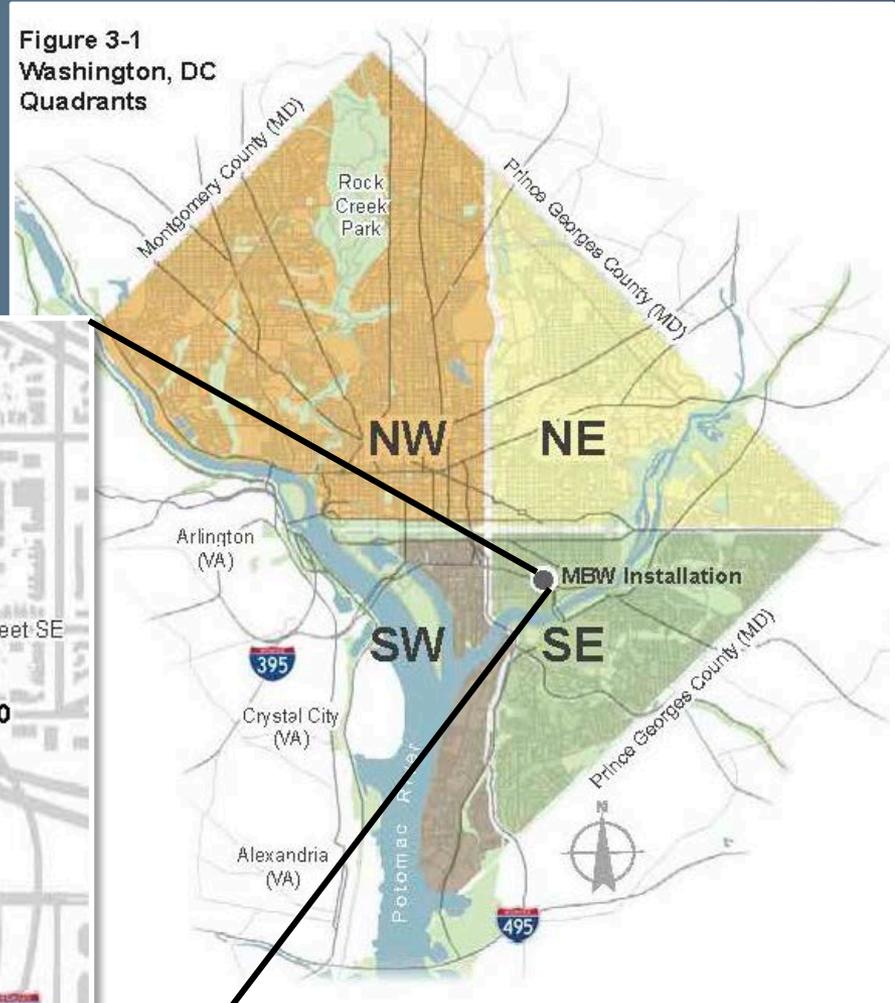
**Marine Barracks Washington
Installation Master Plan**

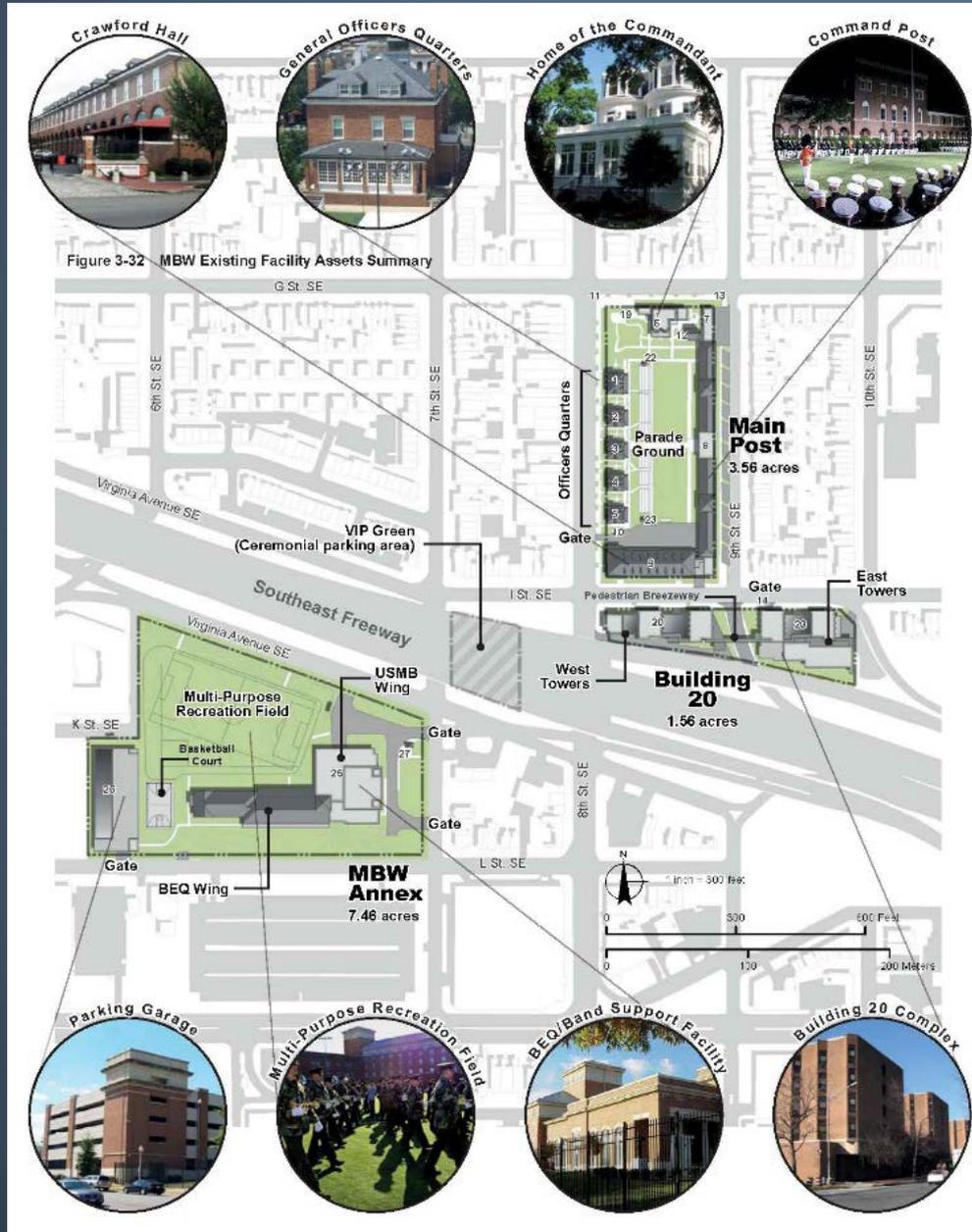


Draft Installation Master Plan

October 1, 2015

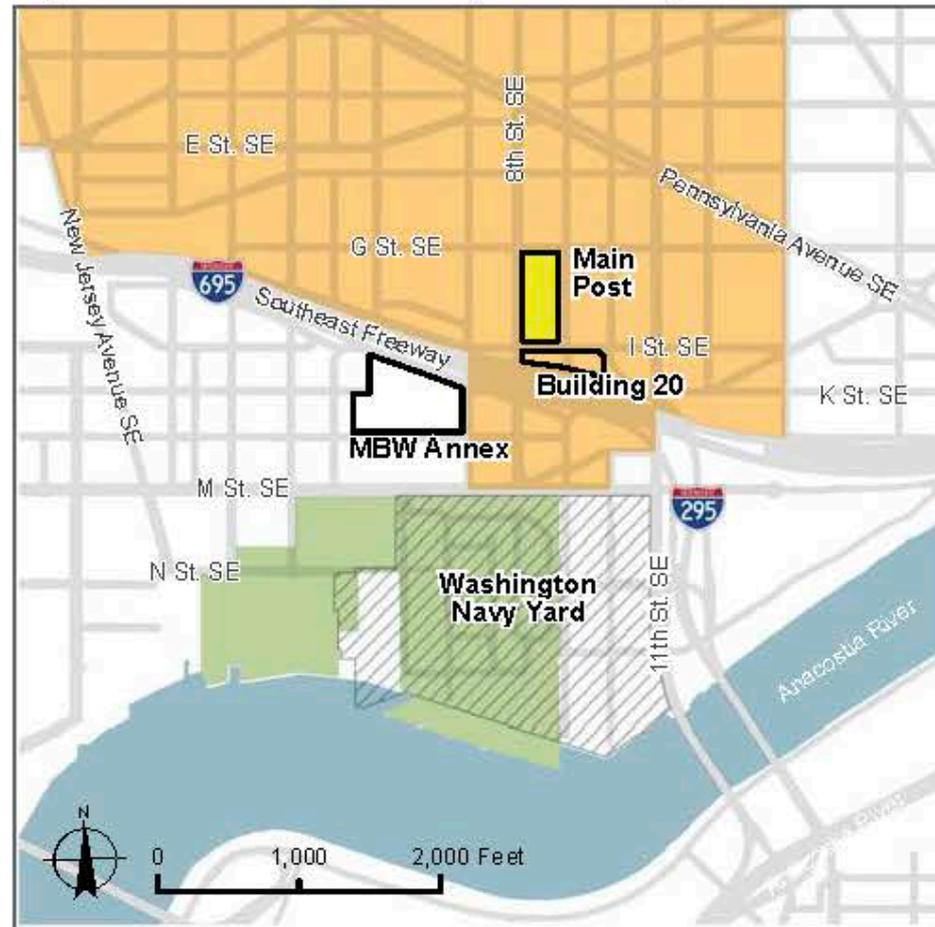
Figure 3-1
Washington, DC
Quadrants





Year Established	1801
2 Districts	12.58 acres total
District 1	5.12 acres
District 2	7.53 acres
Staff	1,286 personnel
Residential Population	505 personnel
Commuter Population	641 personnel
Parking Spaces	534 spaces total
Commuters	150 spaces
Residential	384 space
Parking Ratio	1 : 4.27 (641 staff with 150 spaces)

Figure 3-25 Historic Districts, MBW Vicinity



Legend

Historic Properties

- Capitol Hill Historic District (National Register)
- Marine Barracks (National Historic Landmark)
- Washington Navy Yard (National Historic Landmark)



National Register of Historic Places

- U.S. Marine Corps Commandants House
- All major buildings on the Main Post, parade grounds Commandant's garden and landscape perimeter are considered contributing resources.



Alternative Sites Considered - Barracks

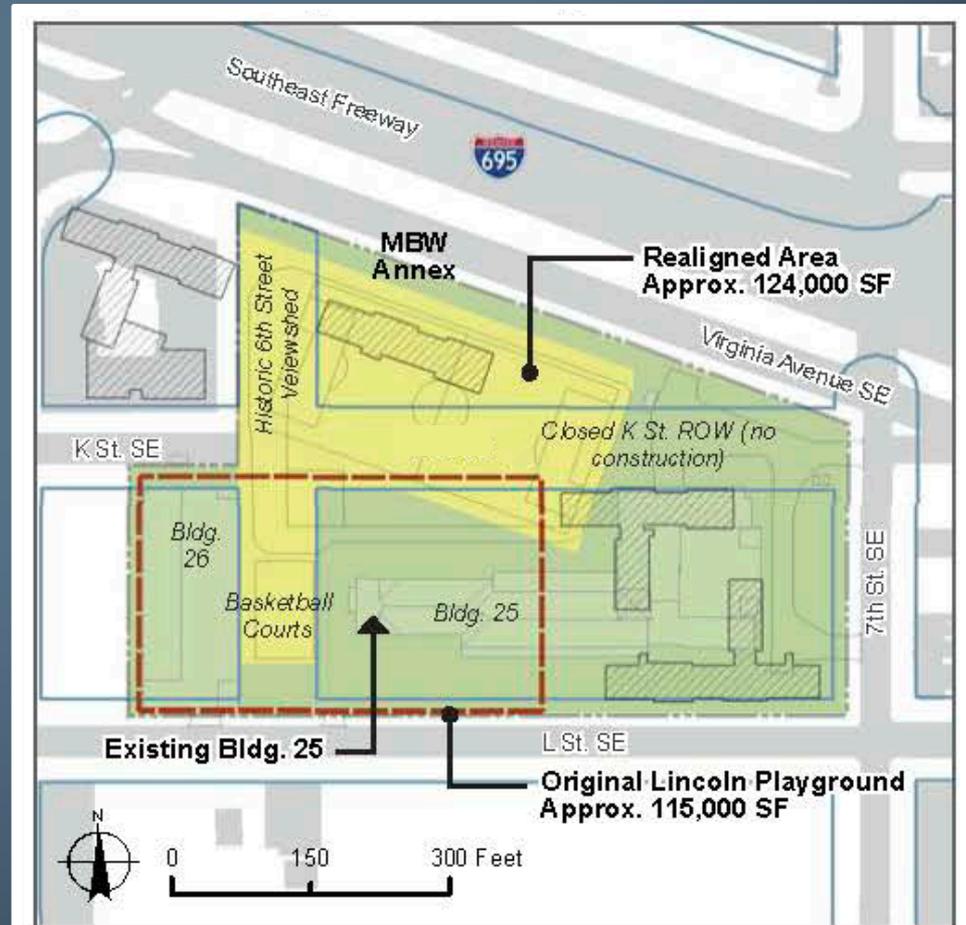
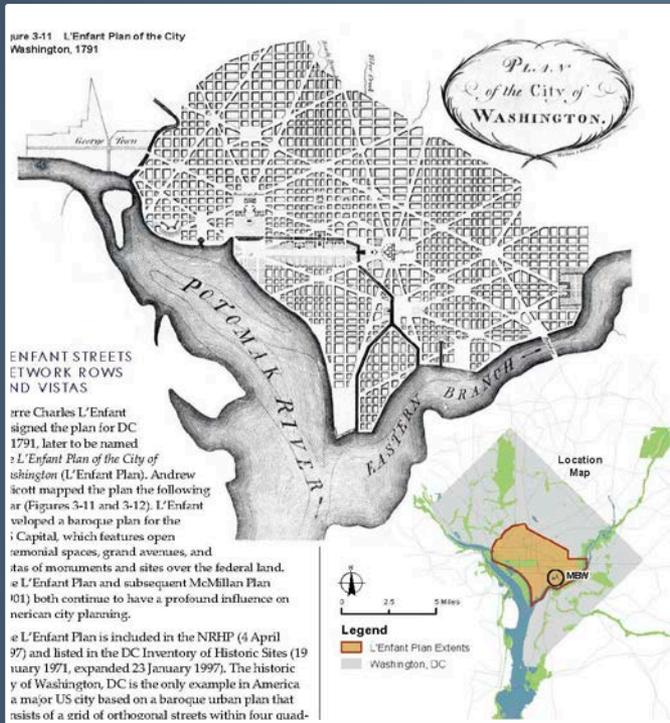


Legend

- Alternative Site (Federal)
- Alternative Site (Private)
- 2,000-FT Walking Radius
- MBW Installation
- Washington Navy Yard
- Surrounding Parks and Open Space
- Surface Water
- Local Transit Routes
- CSX Virginia Ave RR Tunnel
- # Walking Time (minutes) to Main Post
- M Metro Rail Station
- P Local Park

SITE	OWNERSHIP	AREA
Site A	Private	3.0 acres
Site B	Private	1.8 acres
Site C	SEFC/GSA	2.1 acres
Site D	Federal/Navy	1.7 acres
Site E*	Federal/Navy	0.9 acres

* Site E is the preferred site identified in the draft EIS and is proposed as the new barracks site in the draft installation master plan

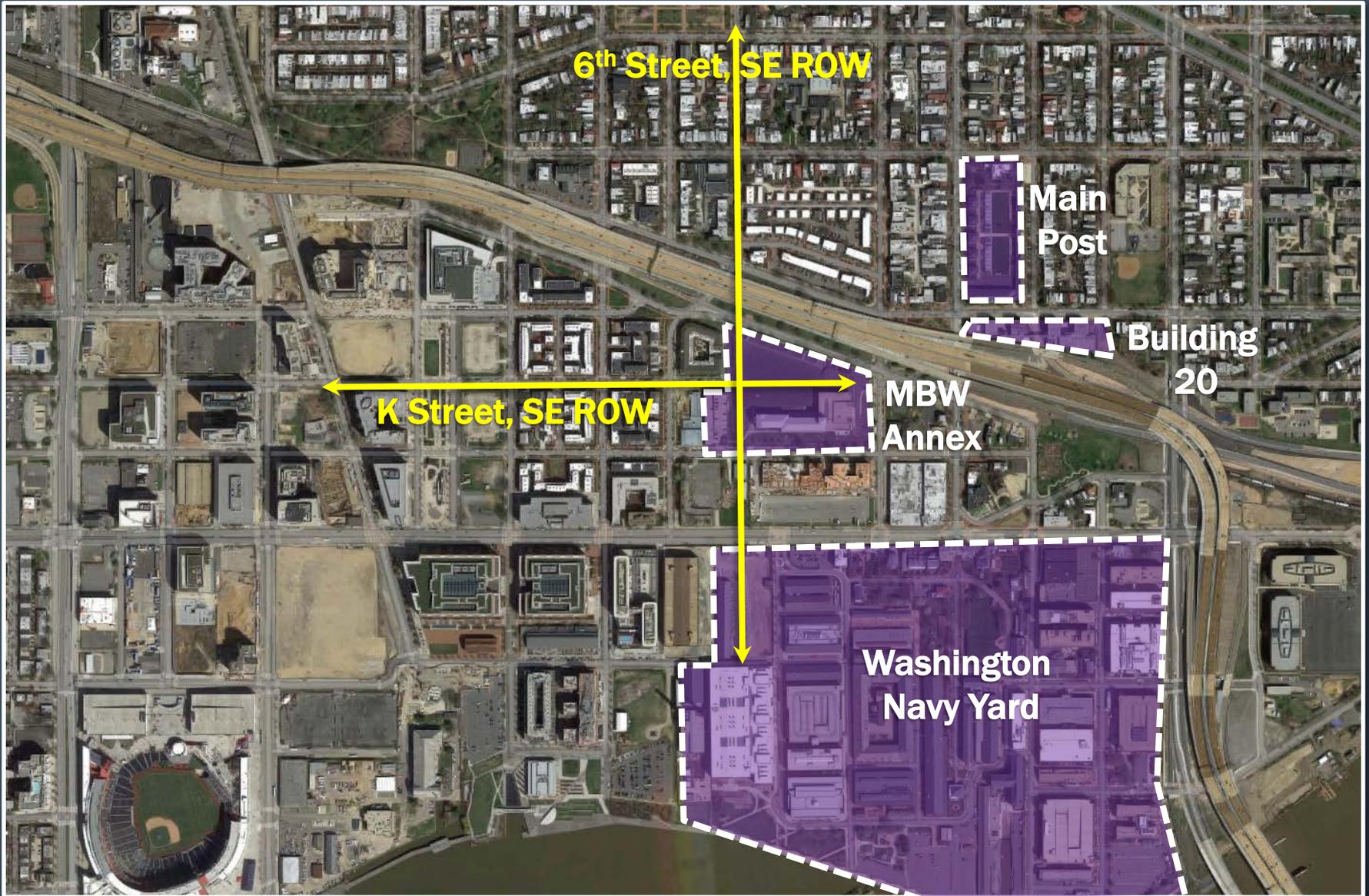


Legend

- Realigned Lincoln Playground
- Original Lincoln Playground
- Previous Arthur Capper Dwellings
- Installation Boundary
- Historic Street Viewshed

In 2002, NPS transferred Lincoln Playground, which was located on this site, to the Navy and signed an agreement stating “...the realigned multi-purpose recreation field will remain dedicated to that purpose and shall be available for public use in perpetuity.”

Historic Preservation – L'Enfant Streets



Draft Installation Master Plan

Proposed
barracks site



Legend

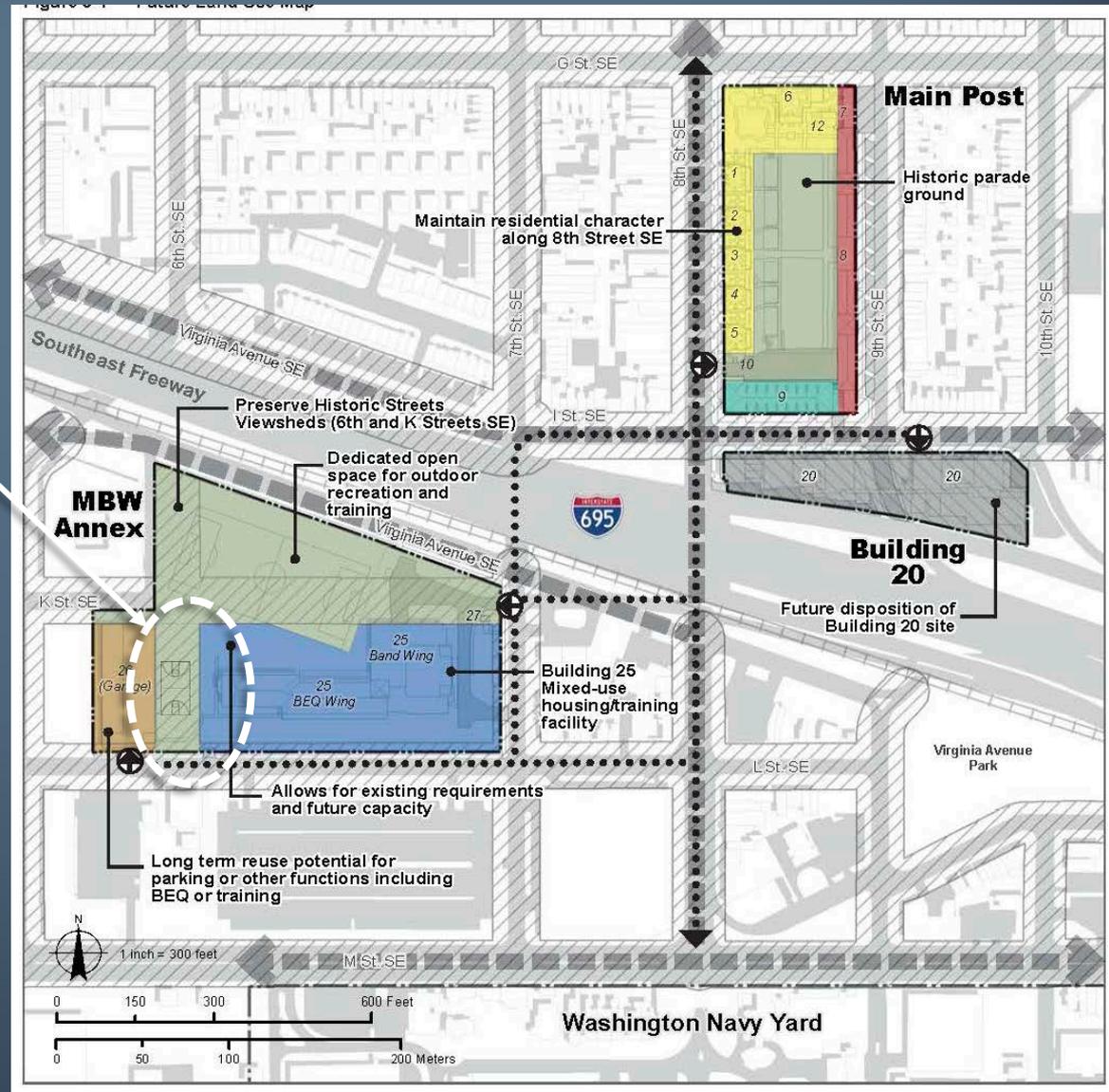
- Installation Boundary
- Historic Streets View Corridor
- AT/FP CCSD (86 FT/26 M)
- AT/FP CCSD (66 FT/20 M)
- Key Project Location
- Installation Appearance Project Location

Key Projects

- A. Replacement BEQ and Support Facilities
- B. Building 8 Repair & Modernization
- C. Building 7 Renovation & Modernization, GOQ Garage
- D. Building 9 Renovation & Modernization
- E. Replacement BEQ and Support Facilities (Proposed replacement site under consideration)
- F. Multiple Upgrades to Parade Ground/Viewing Stands
- G. Multiple Upgrades to 9th Street
- H. Multiple Upgrades to Bldg. 20 and I Street
- I. Multiple Upgrades to Ceremonial Parking Area/VIP Green
- J. Multiple Upgrades to Pedestrian Entry, 7th Street and Virginia Avenue.
- K. Multiple Upgrades to Annex Site

Projects shown do not represent all proposed actions and are not in order of priority. Refer to Chapter 7 for additional project programming and implementation.

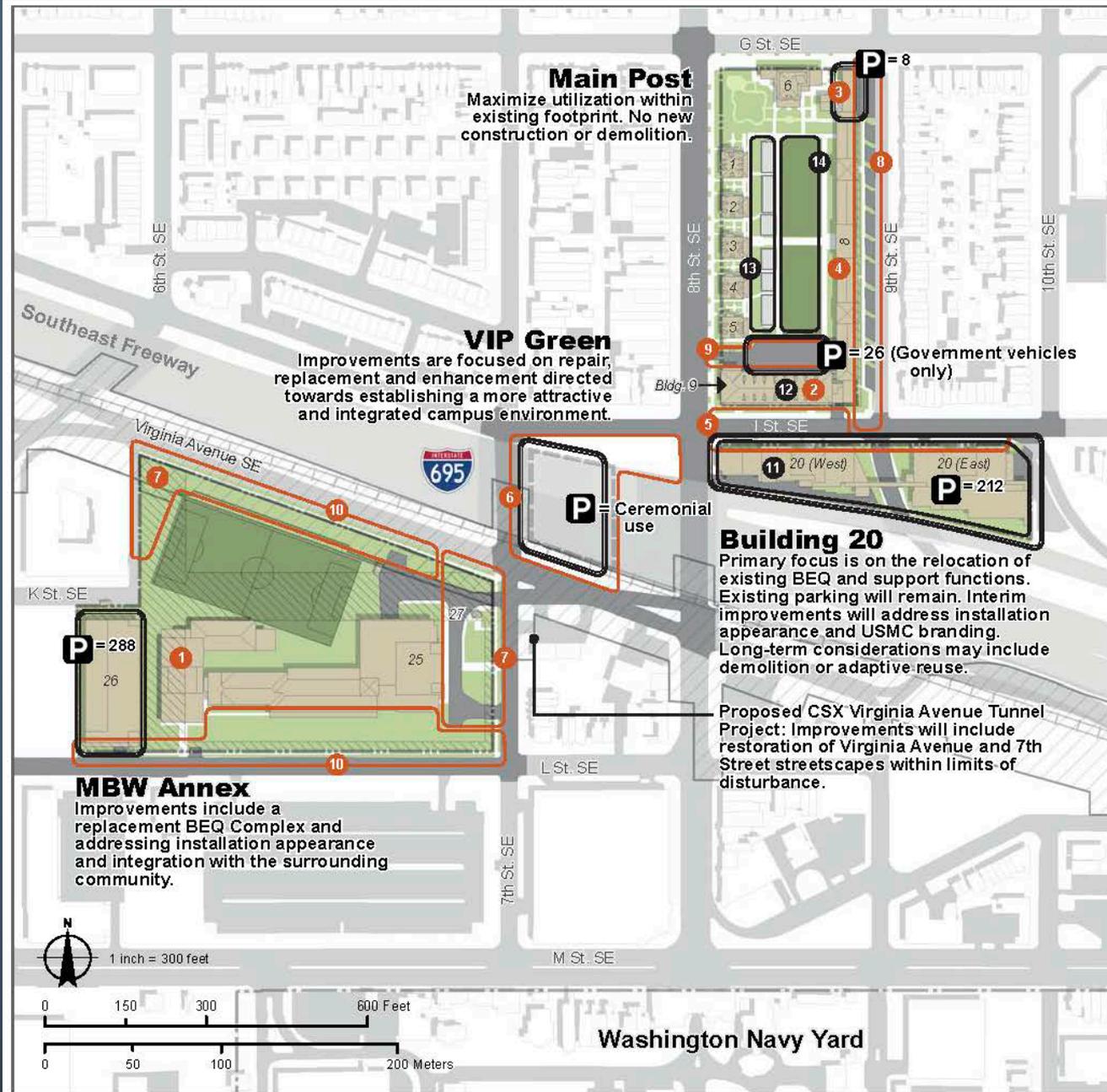
Identify this area as mixed-use housing in the future land use plan



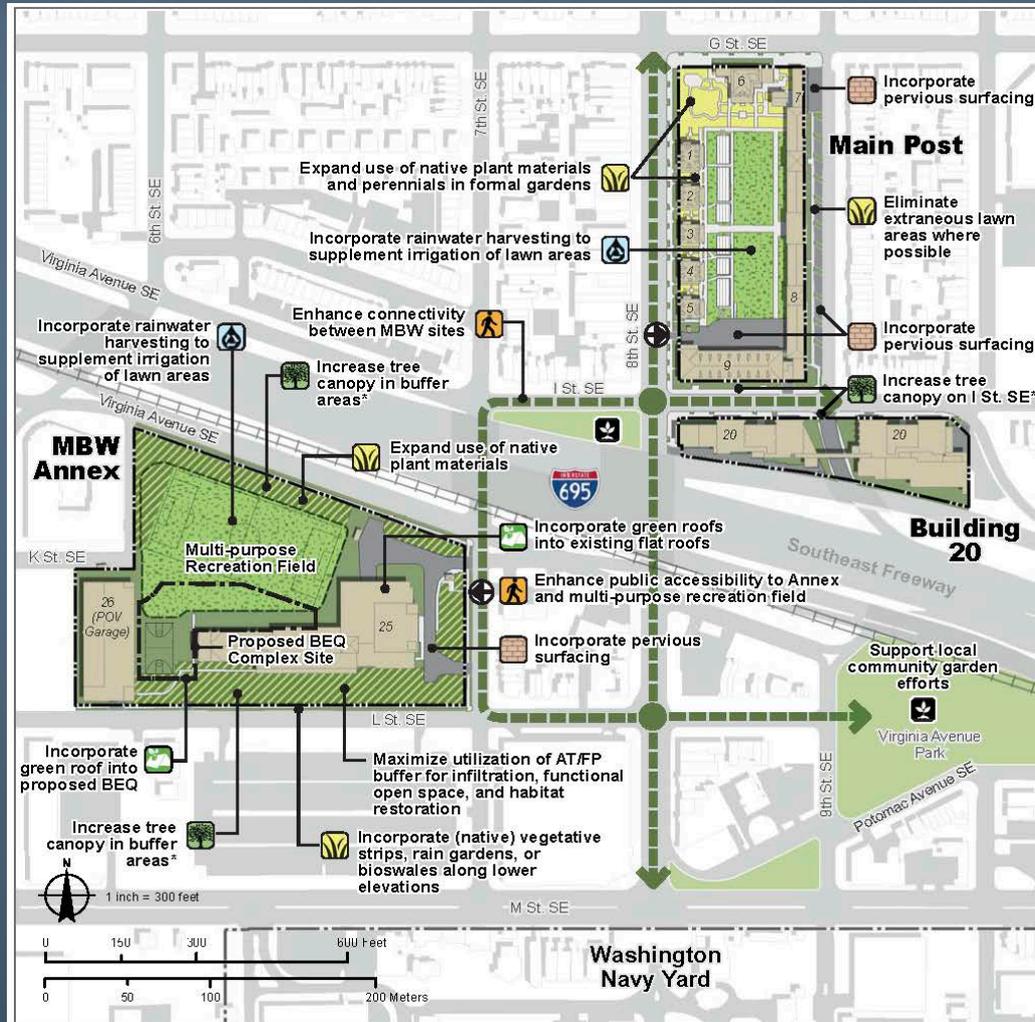
Legend

Future Land Use Classification			
	Administrative		Installation Boundary
	Mixed-Use/Campus		Historic Streets View Corridor
	Mixed-Use/Housing		Primary Transit Corridors
	Officer Housing		Primary Pedestrian Routes
	Open Space		Controlled Access
	Parking		
	To Be Determined		

Draft Installation Development Program



Draft Green Infrastructure Opportunities



Legend

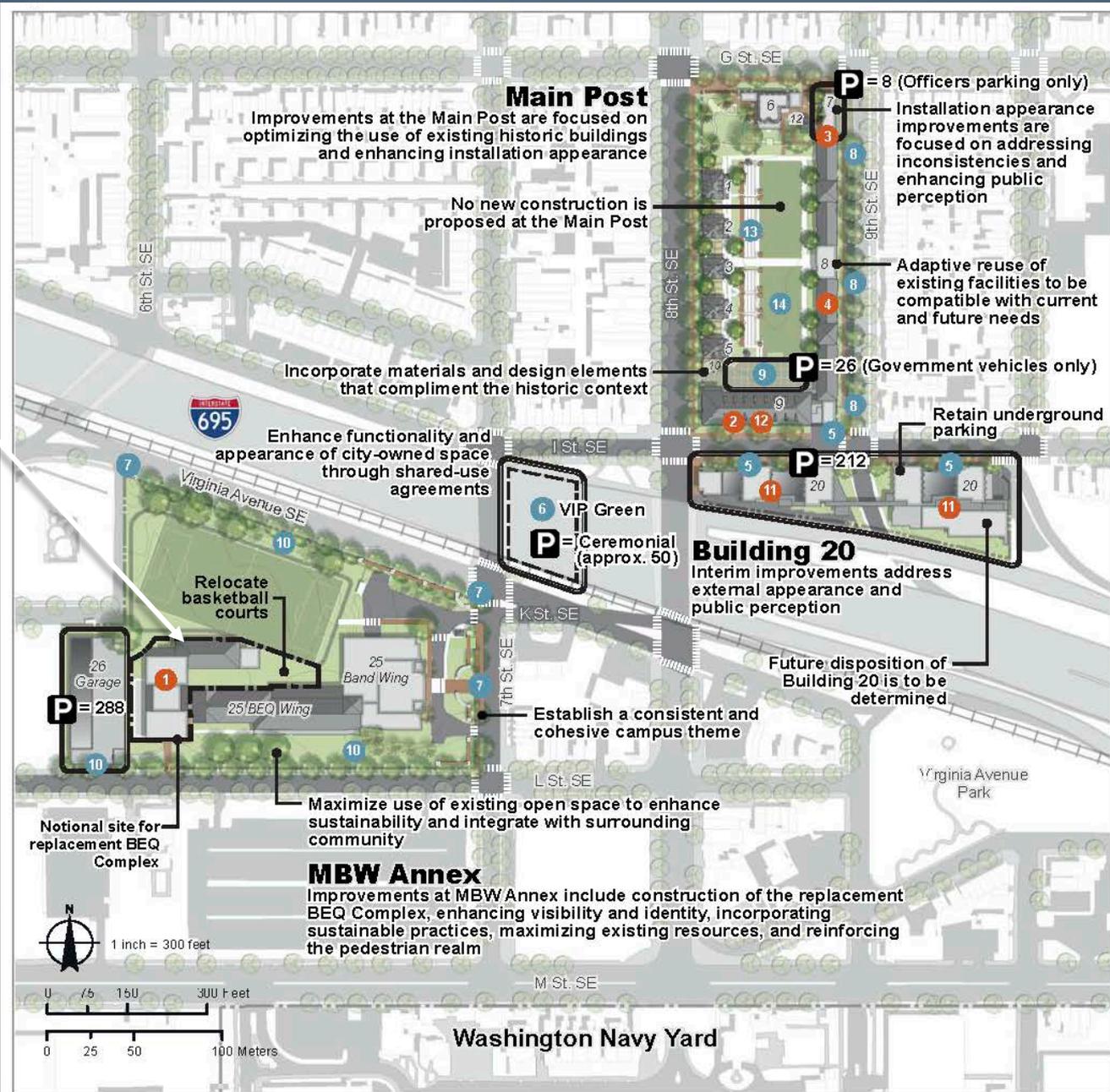
- Installation Boundary
- Formal/Public Open space
- Formal/Private Gardens
- Buffer Zone
- Unclassified Areas
- Public Point of Entry
- Existing Community Garden

Green Opportunities

- Tree Canopy*
- Pervious Surfacing
- Rainwater Recycling
- Native and Perennial Plant Material
- Pedestrian Connection
- Green Roof

*Note: *Increased tree canopies should be planted strategically so as not to impede with physical security including line of sight and clear zone requirements in accordance with MCO. 5530.14A. **Rainwater harvesting and irrigation should be considered as a GI alternative to the replacement of the parade ground with artificial turf.*

Proposed barracks site



Draft Illustrative Renderings – District 1

Renovate Building 8 interior to serve as the installation Command Post and administrative headquarters building

Explore alternatives that could reduce water use and maintenance of the parade ground

Replace existing asphalt with a lighter colored pervious pavement or pavers that are consistent with the surrounding context and reduce heat island effect

Figure 5-6 Illustrative Concept/ Main Post District (View A)



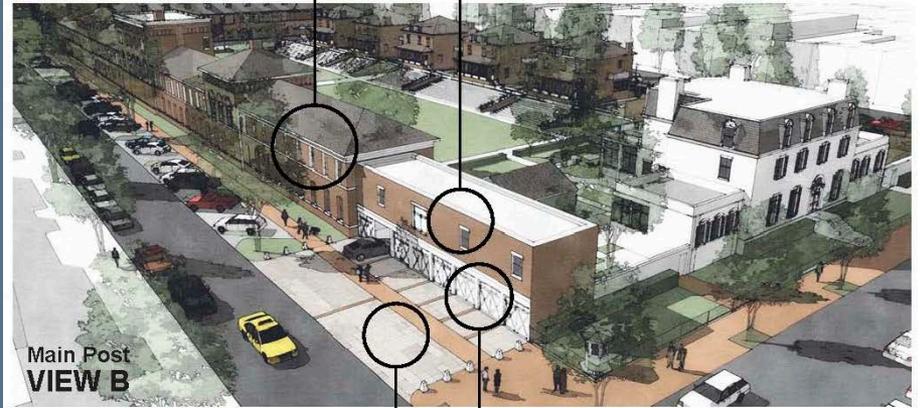
Main Post VIEW A

Resurface special pavement areas to improve safety and reduce maintenance

Replace temporary bleachers with permanent integrated structures that reflect the historic surroundings

Repurpose Building 9 to accommodate administrative or other appropriate uses following the relocation of D&B

Figure 5-7 Illustrative Concept/ Main Post District (View B)



Main Post VIEW B

Renovate Building 8 exterior to include window and door replacement that meet historic and AT/FP standards

Renovate Building 7 interior/upper floor to accommodate compatible administrative functions

Resurface special pavement areas to reflect and reinforce the historic context

Replace Building 7 garage doors to be consistent with the architectural style and historic context

Figure 5-8 Illustrative Concept/ Main Post District (View C)



Main Post (Building 20) VIEW C

Retain existing underground parking for USMC use

Replace/relocate existing BEQ and support functions to MBW Annex

Incorporate USMC identity elements including signage that create a consistent and coordinated campus theme

Enhance streetscape using street furniture, street trees, fencing and other urban design elements (Near-term)

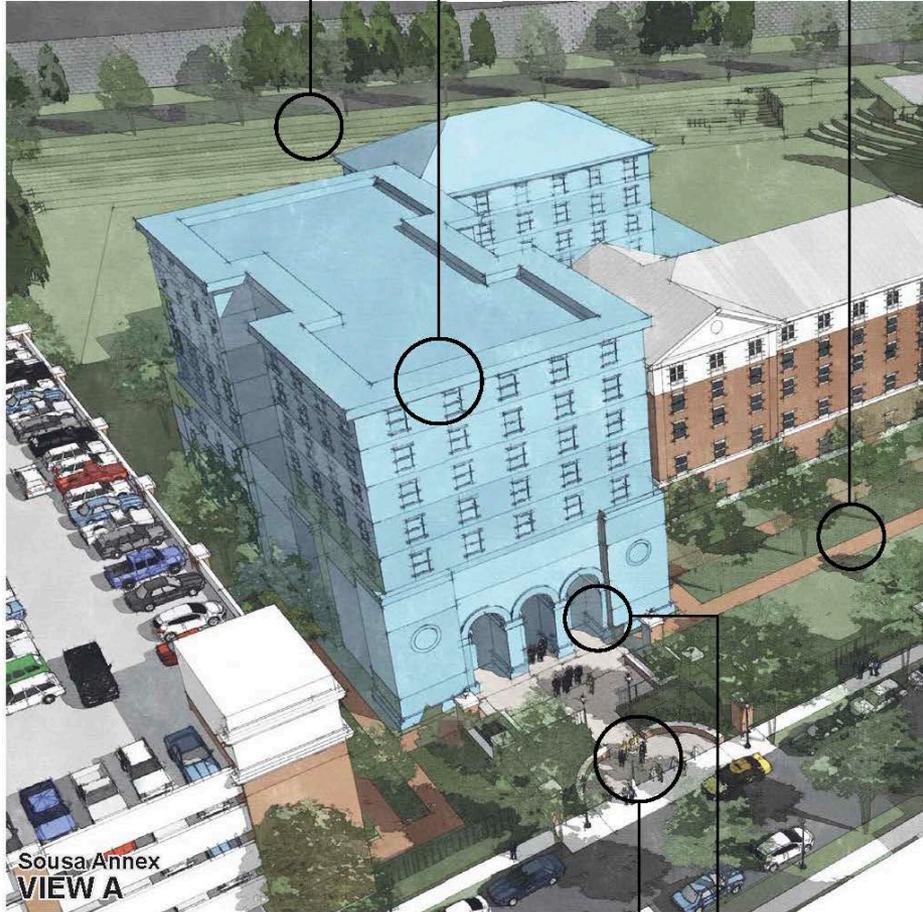
Draft Illustrative Renderings – District 2

Reduce lawn areas with landscape solutions that reduce maintenance and increase runoff infiltration

Construct 7/8-Story mixed-use BEQ Complex as compact infill development using massing and architectural elements that reinforce and unify campus character

Figure 5-9 Illustrative Concept/ District 2 (Sousa Annex/ View A)

Make logical pedestrian connections to adjacent facilities and surrounding uses



**Sousa Annex
VIEW A**

Create a welcoming pedestrian-scaled entrance that is integrated with the community and establishes a sense of entry and meets installation security needs

Orient main entrance along L Street SE

Fill the gaps in existing pedestrian networks using compatible design and materials

Incorporate context appropriate signage at the corner of 7th Street and Virginia Avenue

Figure 5-10 Illustrative Concept/ District 2 (Sousa Annex/ View B)

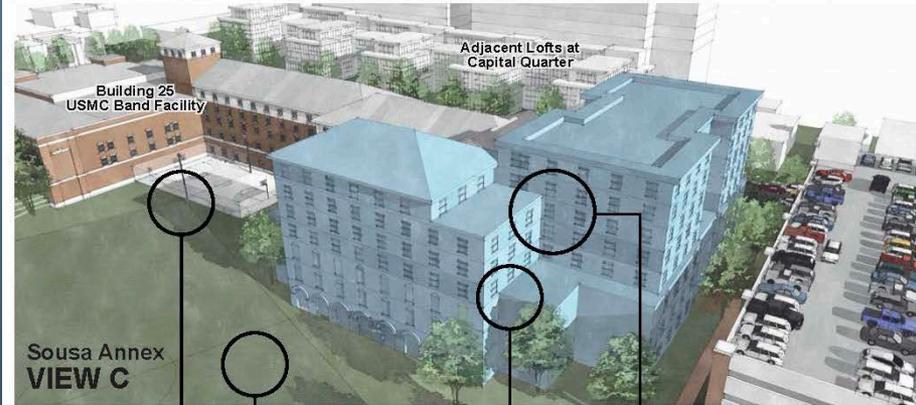


**Sousa Annex
VIEW B**

Enhance urban streetscape using landscaping, lighting, paving details, and street furniture

Install sustainable design elements such as pervious pavement and pavers

Figure 5-11 Illustrative Concept/ District 2 (Sousa Annex/ View C)



**Sousa Annex
VIEW C**

Relocate existing basketball facility on-site

Preserve existing multi-purpose recreation field

Varied massing should complement the scale and character of the surrounding community

Siting of the proposed replacement BEQ Complex will have 360 degree visibility and must consider appropriate architectural detail on all sides