



Executive Director's Recommendation

Commission Meeting: July 12, 2018

PROJECT Joint Base Anacostia-Bolling Master Plan Addendum Joint Base Anacostia-Bolling Southeast Washington, DC	NCPC FILE NUMBER MP55
SUBMITTED BY United States Department of Defense Department of the Navy	NCPC MAP FILE NUMBER 84.22(05.00)44791
REVIEW AUTHORITY Approval of Master Plans for use by the Commission per Public Law 93-166, Section 610(a)	APPLICANT'S REQUEST Approval of final master plan addendum
	PROPOSED ACTION Approve final master plan addendum with comments
	ACTION ITEM TYPE Consent Calendar

PROJECT SUMMARY

The United States Department of the Navy has submitted an addendum to the Joint Base Anacostia-Bolling Master Plan that will refurbish a parking garage at the Defense Intelligence Agency (DIA) headquarters complex. The garage is situated along the northside of the headquarters building, known as the North Garage, with 934 spaces. The garage was previously scheduled for demolition due to its deteriorating condition after completion of a replacement 625-space garage, known as the West Garage, which is currently in use. With projected future employment/training trends at the DIA building however, refurbishing the North Garage better supports the current DIA mission.

KEY INFORMATION

- The Commission approved the demolition of the North Garage in 2015 with its approval of construction of the West Garage. The Army Corps of Engineers determined that preserving the North Garage is more cost-effective than demolition, which was previously thought to be the more cost-effective alternative.
- The Navy, which is the project agent on behalf of the DIA, would like to renovate and keep the North Garage to meet increasing demand. Since that time the DIA employee population has increased significantly and is projected to remain at its high level in the future.
- The North Garage is the closest parking to the northside of the DIA building and serves an important accessibility function, providing direct access to the building's upper levels. The garage contains 31 handicapped parking spaces near a pedestrian bridge that provides a direct connection to the building.
- The next master plan update for Joint Base Anacostia-Bolling is scheduled for 2020. The update process will analyze the installation's future parking needs, including the garages and surface lots surrounding the DIA headquarters complex.

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- The DIA complex is currently served by one shuttle route operating between the DIA and L'Enfant Station (downtown DC) on a 15-minute headway during peak morning and afternoon periods, and on a 30-minute headway during off-peak times.
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RECOMMENDATION

The Commission:

Supports the addendum to the Joint Base Anacostia-Bolling Master Plan to refurbish the Defense Intelligence Agency headquarters North Garage, which was to be demolished in accordance with the 2014 master plan. The project will be submitted to NCPC for future review.

Notes that in 2014, the Commission approved the JBAB Master Plan with a commitment from the Navy to achieve a 1:4 parking ratio (based on JBAB's location within the historic boundary of Washington, DC) by 2034, and an interim 10% parking reduction goal of 1:1.9 by 2019.

Finds the following considerations that support continued use of the North Garage:

- The parking ratio for the DIA campus can be analyzed as a subset of the larger JBAB campus because its facility is relatively isolated and has its own parking.
- The current DIA headquarters population is 96% greater than indicated in the 2014 JBAB Master Plan, which did not account for an increase in mission nor did it include long-term contractors, trainees, and support personnel, resulting in a revised parking ratio of 1:2.9 with continued use of the garage. The previous 2014 ratio for the DIA headquarters was calculated at 1:1.5.
- The improvement in the parking ratio exceeds the interim goal of 1:1.9 by 2019 established in the 2014 Master Plan.
- NCPC's Comprehensive Plan encourages structured parking, rather than surface parking.

Notes that for DIA to attain the 1:4 parking goal by 2034, they will either need to increase the population and implement additional travel demand management strategies (while holding the parking constant); and/or reduce the number of parking spaces by redeveloping nearby surface lots.

Requests that the Navy address how it will attain the installation-wide 1:4 parking ratio goal for both the DIA and the larger installation in the scheduled 2020 update of the JBAB Master Plan and provide an updated Transportation Management Plan.

PROJECT REVIEW TIMELINE

Previous actions	January 2014 – Preliminary approval of North Garage demolition / replacement
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	July 2015 – Preliminary and final approval of North Garage demolition/replacement (new location)
Remaining actions (anticipated)	Fall 2018 – Preliminary and final approval of garage refurbishment

PROJECT ANALYSIS

Executive Summary

The master plan addendum will allow the Defense Intelligence Agency (DIA) to preserve its North Garage in response to the changing needs of the agency since the previous project was approved by NCPC in 2015. The headquarters complex functions as a separate facility based on its distance from other parts of JBAB, with surrounding low-density development and surface parking lots, and unique mission requirements. Preserving the garage would enable the DIA to continue a trend of transforming nearby surface parking into structures, thereby enabling future nearby redevelopment. Therefore, staff recommends that the Commission **support the addendum to the Joint Base Anacostia-Bolling Master Plan to refurbish the Defense Intelligence Agency headquarters North Garage, which was to be demolished in accordance with the 2014 master plan. The project will be submitted to NCPC for future review.**

Analysis

The Defense Intelligence Agency headquarters complex (DIA) is situated in the center of the JBAB campus, surrounded by low-density uses and parking. Its distance from other installation missions usually requires driving or use of transit rather than walking. Surrounding parking is not exclusively reserved for DIA employees; however, proximity to other uses (and lack of competing uses) results in de facto use by DIA employees. The DIA complex is a 24-hour, 7-day a week facility, with shift work, requiring some employees to travel during times when transit and carpooling/vanpooling is not available. Additionally, the DIA serves a unique training function for outside agency federal workers, whereby trainees travel to the building for classes that last from 1-15 weeks. Students that attend shorter duration classes are less able to adapt their travel to non-Single Occupant Vehicle (SOV) modes due to the location's limited accessibility.

At the time of NCPC's 2014 review of the current JBAB Master Plan, the overall installation ratio was a 1:1.67, with a 5-year reduction goal of 10% (826-space reduction) by 2019 to attain a 1:1.9 ratio, and a long-term 1:4 goal (by 2034) based on NCPC's current policy for properties within the historic boundary of Washington, DC. The Navy is scheduled to initiate a new master plan update soon, with a draft plan anticipated for NCPC review in 2020. Therefore, staff recommends that the Commission **note that in 2014, the Commission approved the JBAB Master Plan with a commitment from the Navy to achieve a 1:4 parking ratio (based on JBAB's location within the historic boundary of Washington, DC) by 2034, and an interim 10% parking reduction goal of 1:1.9 by 2019.**

At the time of the previous garage proposals (which sought to demolish the North Garage and construct the West Garage), the 2014 DIA population did not include long-term contractors, trainees, and full-time support personnel. In addition, the on-site population was projected to decrease due to anticipated declining work/training demand. Therefore, the 625-space replacement West Garage was designed with fewer spaces (-309) than the North Garage to reduce operating costs and to support JBAB's parking reduction goals. Since then, on-site employment and training has increased due to program increases, and the DIA has recalculated its permanent population to include long-term contractors, trainees, and support personnel. As such, the current site population is 96% greater than what is reflected in the 2014 JBAB Master Plan, resulting in a revised (more accurate) parking ratio of 1:2.9 for the site. The previous 2014 ratio for the DIA headquarters was calculated at 1:1.5.

NCPC's Comprehensive Plan policies generally encourage efficient use of facilities through denser development, non-Single Occupant Vehicle travel, and preservation. Related to parking, the Transportation Element encourages structured, rather than surface parking, to minimize development area and its associated environmental impacts. With the preservation of the North Garage and previous construction of the West Garage, DIA is embarking on a trend of parking consolidation, which may decrease demand on other nearby surface lots and allow redevelopment of these sites in the future.

In light of the previous discussion, staff recommends that the Commission **find the following considerations that support continued use of the North Garage:**

- **The parking ratio for the DIA campus can be analyzed as a subset of the larger JBAB campus because its facility is relatively isolated and has its own parking.**
- **The current DIA headquarters population is 96% greater than indicated in the 2014 JBAB Master Plan, which did not account for an increase in mission nor did it include long-term contractors, trainees, and support personnel, resulting in a revised parking ratio of 1:2.9 with continued use of the garage. The previous 2014 ratio for the DIA headquarters was calculated at 1:1.5.**
- **The improvement in the parking ratio exceeds the interim goal of 1:1.9 by 2019 established in the 2014 Master Plan.**
- **NCPC's Comprehensive Plan encourages structured parking, rather than surface parking.**

The future 2020 master plan update will present opportunities for JBAB and DIA to review current transportation/travel demand, land use, and parking activities on the installation. Factors including future population growth, non-SOV transportation systems, and identifying surface parking lots that are appropriate for future redevelopment will enable JBAB to attain its 1:4 goal by 2034. The master plan update should serve as a usable "roadmap" for how to develop the installation to attain federal Department of Defense, NCPC, and local development goals. Therefore, staff recommends that the Commission **note that for DIA to attain the 1:4 parking goal by 2034, they will either need to increase the population and implement additional travel demand management strategies (while holding the parking constant); and/or reduce the number of parking spaces by redeveloping nearby surface lots.** In addition, staff recommends that the Commission **request**

that the Navy address how it will attain the installation-wide 1:4 parking ratio goal for both the DIA and the larger installation in the scheduled 2020 update of the JBAB Master Plan and provide an updated Transportation Management Plan.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted above, this projects meets basic goals of the Comprehensive Plan.

National Historic Preservation Act

The Navy intends to comply with Section 106 for the project at the time of submission to NCPC for review. With the installation's location on the Bolling-Anacostia Complex, pursuant to Public Law 93-166, Section 610(a), NCPC does not have a formal Section 106 responsibility for projects at Joint Base Anacostia-Bolling.

National Environmental Policy Act

The Navy intends to comply with NEPA for the project at the time of submission to NCPC for review. With the installation's location on the Bolling-Anacostia Complex, pursuant to Public Law 93-166, Section 610(a), NCPC does not have a formal NEPA responsibility for projects at Joint Base Anacostia-Bolling.

CONSULTATION

Coordinating Committee

Without objection, the Committee forwarded the proposed draft and final master plan addendum to the Commission with the statement that the proposal has been coordinated with all participating agencies, except the SHPO. DOEE notes that is unclear if this project triggers stormwater regulations. The SHPO notes that while the available materials suggest this undertaking may not adversely affect historic properties, Section 106 has not yet been initiated and they are unable to coordinate at this time.

NCPC staff notes that plans for the garage refurbishment will be submitted to NCPC for review by the Commission and coordinating agencies following the master plan addendum. The Navy will undertake Section 106 consultation with the DC SHPO and additional consultation with DOEE to ensure compliance with all stormwater regulations at that time.

ONLINE REFERENCE

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

- Submission Letter

- Project Synopsis

Prepared by Michael Weil
07/05/2018

POWERPOINT (ATTACHED)

NCPC File #: MP55

Joint Base Anacostia-Bolling Master Plan Addendum

Joint Base Anacostia-Bolling
Southeast, Washington, DC

Submitted by the United States Department of Defense

Draft and Final Master Plan Review

Commission meeting date: July 12, 2018

NCPC review authority: Review of Projects on the Bolling-Anacostia Complex

Applicant request: Approval of draft and final master plan for use by the Commission

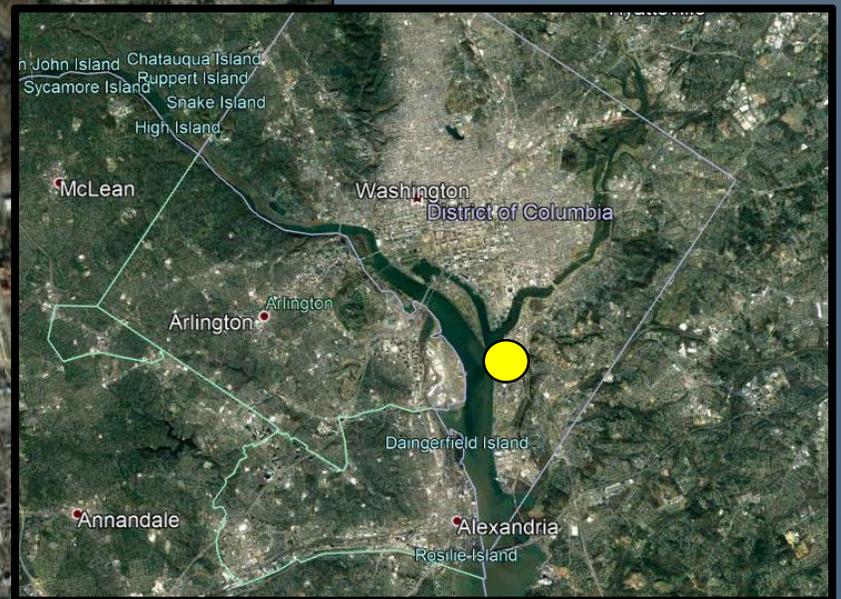
Delegated / consent / open / executive session: Consent Calendar

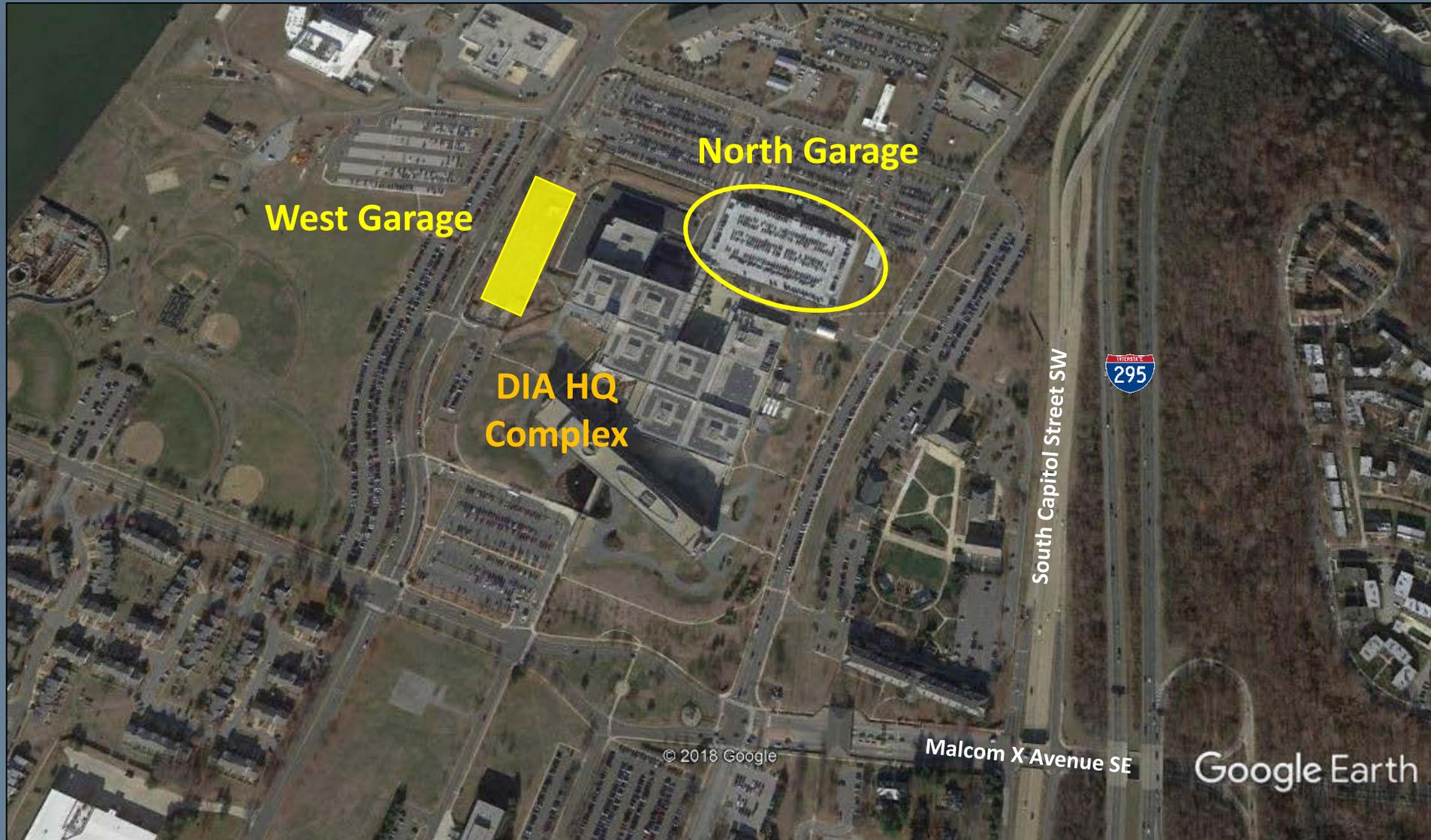
NCPC Review Officer: Weil

NCPC File number: MP55

Project summary:

The U.S. Department of Defense (Navy Facilities) has submitted a proposal to amend the 2014 JBAB Master Plan to enable to Navy to refurbish a 934-space parking garage (known as the North Garage) at the Defense Intelligence Agency (DIA) headquarters complex on Joint Base Anacostia-Bolling (JBAB). The garage is currently in poor condition, and the DIA had previously proposed to demolish the garage after completion of a new 625-space replacement garage (known as the West Garage). At the time of the previous garage demolition proposal (2015), DIA's future employment was projected to decline; however, a more recent employment assessment shows future employment growth at the headquarters complex. Garage refurbishment would start in the winter of 2018/19.

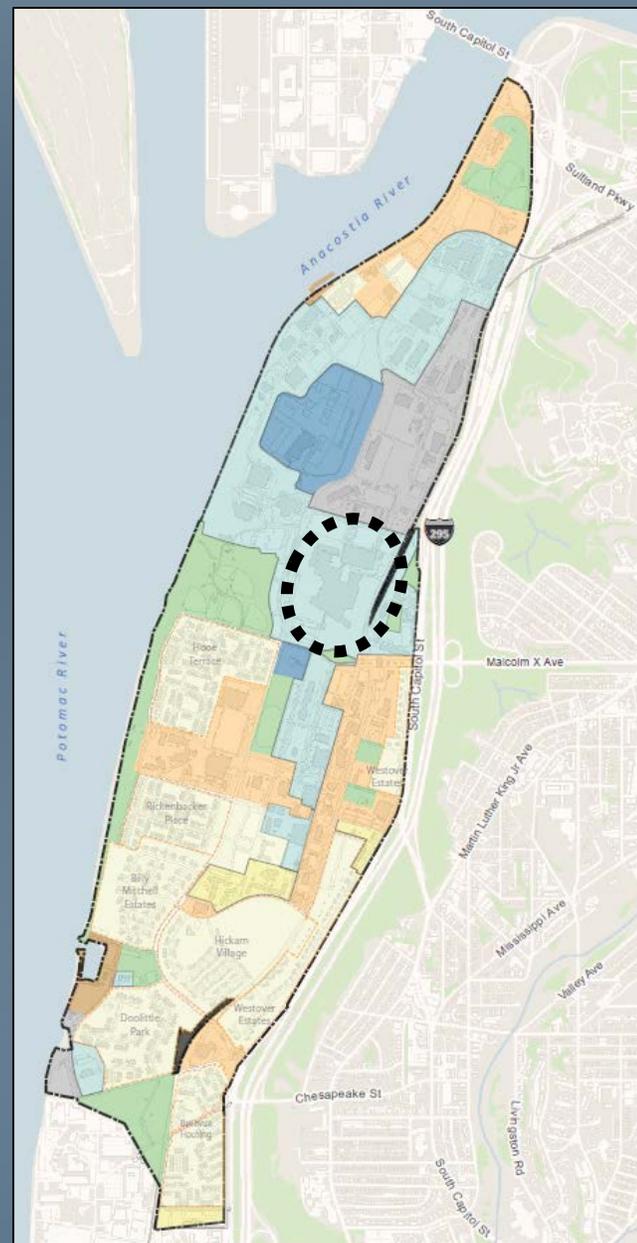




Existing Land Use (2014)

- Installation Boundary
- Airfield Operations
- Base Support
- Family and Bachelor Housing*
- Industrial
- Mission/Administrative
- Open Space/Outdoor Recreation
- Port Operations
- Temporary Lodging
- CSX Parcel

* Labeled areas are the seven Family Housing communities.



Building Use (2014)

- Installation Boundary
- 100 Series - Operational and Training Facilities
- 200 Series - Maintenance and Production Facilities
- 400 Series - Supply Facilities
- 500 Series - Hospital and Other Medical Facilities
- 600 Series - Administrative Facilities
- 700 Series - Housing and Community Facilities
- 800 Series - Utilities and Ground Improvements Facilities
- Not Inventoried

