

# STAFF RECOMMENDATION



M. Weil

NCPC File No. MP55

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## JOINT BASE ANACOSTIA-BOLLING DRAFT MASTER PLAN

Southeast, Washington, DC

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

April 28, 2011

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### Abstract

The Department of the Navy has submitted a draft Master Plan for the Joint Base Anacostia-Bolling (JBAB) for Commission comments. JBAB is situated between the Naval Research Laboratory (south), South Capitol Street/Frederick Douglas Memorial Bridge (north), the Potomac and Anacostia Rivers (west), and I-295 (east) in Southeast Washington, D.C. The draft Master Plan was developed in response to the 2005 Base Realignment and Closure Act (BRAC) legislation, which mandated the unification of Naval Support Facility (NSF) Anacostia and Bolling Air Force Base (AFB) into a Joint Base. The plan is intended to provide future framework guidance for the development and re-development of the facility as a single, unified installation in terms of land use and urban design. The Master Plan spans 10 years, with the assumptions that total employment could increase by approximately 5,000 people, and total on-base parking will decrease by 383 spaces, resulting in an employee parking ratio of 1:2.42.

### Commission Action Requested by Applicant

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

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### Executive Director's Recommendation

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.)

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## PROJECT DESCRIPTION

### Site

Joint Base Anacostia-Bolling (JBAB) is located in Southeast Washington D.C. The base is situated at the convergence of the Potomac and Anacostia Rivers in Ward 8, bordered by the Naval Research Laboratory (south), South Capitol Street/Frederick Douglass Memorial Bridge (north), and I-295 (east). JBAB is located on approximately 905-acres of relatively flat, low-lying, riverfront land, approximately 1.5 miles southeast of the U.S. Capitol, which is directly visible from the base (Figure 1).

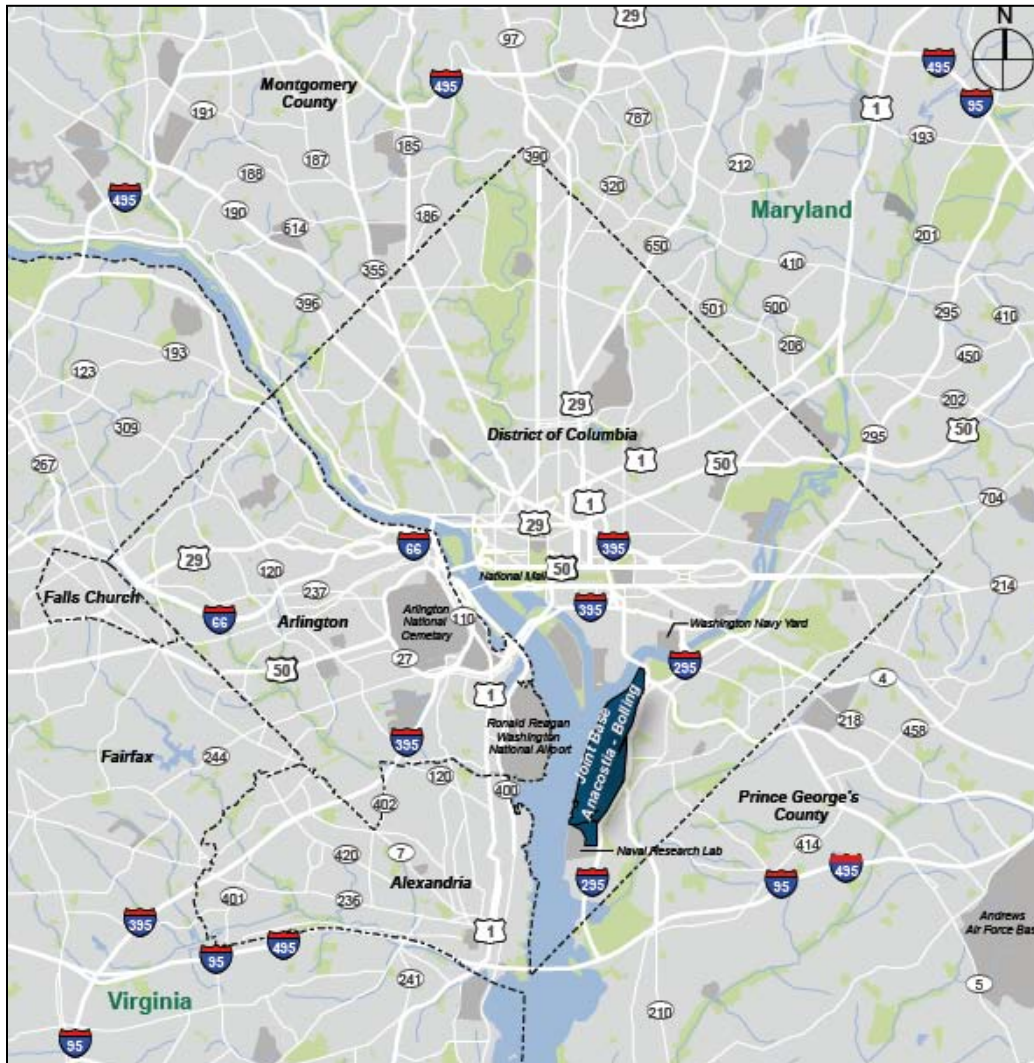


Figure 1: JOINT BASE ANACOSTIA-BOLLING VICINITY MAP

JBAB is located at the base of the Washington “Topographic Bowl”, below the elevated St. Elizabeths West Campus<sup>1</sup> and surrounding Anacostia neighborhoods.

### Background

Joint Base Anacostia-Bolling consists of two historically separate military installations: Bolling Air Force Base (AFB)/Bellevue Housing complex<sup>2</sup> and Naval Support Facility Anacostia (NSF),

<sup>1</sup> 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 the Office of the Secretary and five component agencies: the Transportation Security Administration (TSA), Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), the Federal Emergency Management Administration (FEMA), and the United States Coast Guard (USCG). The new facility will house 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.

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 1<sup>st</sup>, 2010, to be known as Joint Base Anacostia-Bolling. The base currently houses approximately 50 different tenants from the Air Force and Navy, commanded by a Navy Captain and supported by a deputy commander, Air Force Colonel.



Figure 2: JOINT BASE ANACOSTIA-BOLLING

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

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<sup>2</sup> 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.

Executive Flight Detachment for the President of the United States, all flight operations have been realigned to other bases.

Due to the fact that 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 has uncoordinated land uses and redundant facilities that reflect this legacy. The following figure shows the existing land uses.

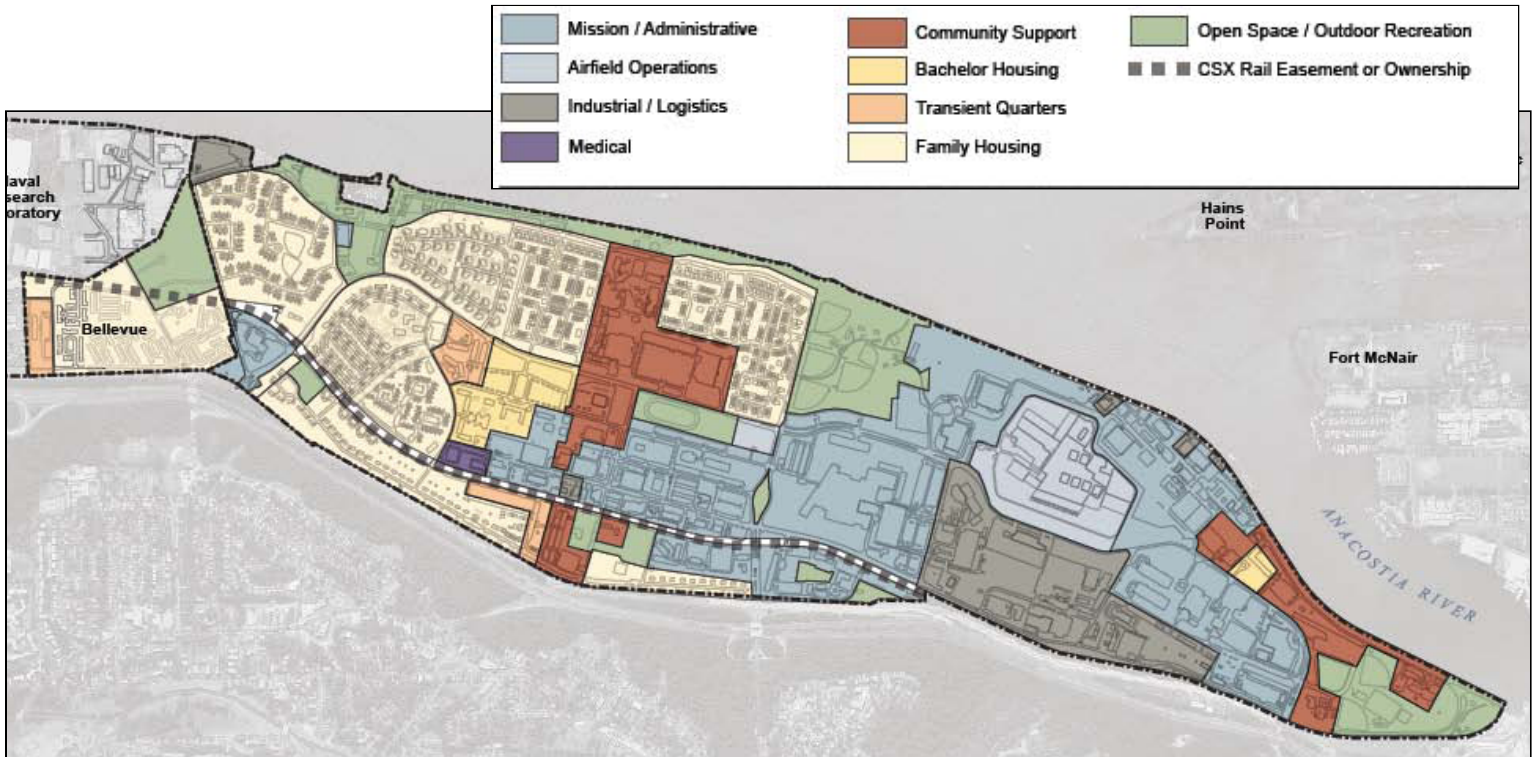


Figure 3: EXISTING LAND USE

In general, JBAB’s former NSF Anacostia is more industrial, and houses the majority of the public works and supply facilities for the installation, previously used to locate “overflow” ancillary uses from the Washington Navy Yard. The former Bolling AFB section contains a majority of the community support facilities and military housing for the Joint Base. The Bolling side of JBAB 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.

Proposal

The Navy developed the following overarching goals to help frame the proposed JBAB Master Plan:

- Increase mission efficiency by reducing redundant operations and locating them to achieve spatial efficiencies;
- Improve transportation options by creating dense clusters of buildings and transit-friendly nodes, improving walkability, and enhancing and expanding bike and walking networks;
- Encourage sustainable and low impact land use and development;
- Enhance the “Old District” on Bolling; protect historic-eligible buildings;
- Enhance and improve views of the installation from the surrounding community;
- Develop unifying elements between the two installation areas. A possible theme to consider for unifying the Joint Base might be early aviation since both NSF Anacostia and Bolling AFB began as aviation fields.

The JBAB Master Plan submission is comprised of three separate documents: the draft JBAB Master Plan, the Environmental Assessment (EA), and the Transportation Management Plan (TMP).

#### *Master Plan*

According to the submission, the draft Master Plan is not intended to be utilized as a definitive site planning tool since few future JBAB projects currently do not have sufficient scope. Rather, the Master Plan consists of an Urban Design Framework and Land Use and Illustrative Concept Plan, intended to provide more of a flexible framework for the large number of undefined projects. However, the Master Plan includes three programmed projects as follows:

#### **Programmed Master Plan Projects**

Naval Support Management Activity (NSMA)	In fulfillment of the 2005 BRAC mandate, approximately 800 personnel will relocate from leased office space in Arlington, VA to a new office building and warehouse on NSF Anacostia. The final environmental assessment for this facility was submitted to NCPC in October 2009 and the Navy has signed a Finding of No Significant Impact (NSMA) for the project.
Joint Air Defense Operation Center (JADOC)	In support of regional national defense initiatives and increased post 9/11 security requirements, approximately 200 additional personnel are expected to relocate to a new facility on Bolling AFB. A preliminary site has been selected and an environmental assessment has been produced.
National Capital Region (NCR) Air Force Personnel Relocations	As a corollary to the 2005 BRAC law, a net gain of 500 Air Force personnel is expected to relocate from leased office space in Arlington, VA to existing facilities on Bolling AFB. The relocation process is in progress.

The Urban Design Framework provides physical development guidelines for the Joint Base, identifying future building sites and key pedestrian/open space corridors, and consolidating parking for future uses, as shown in the following figure.

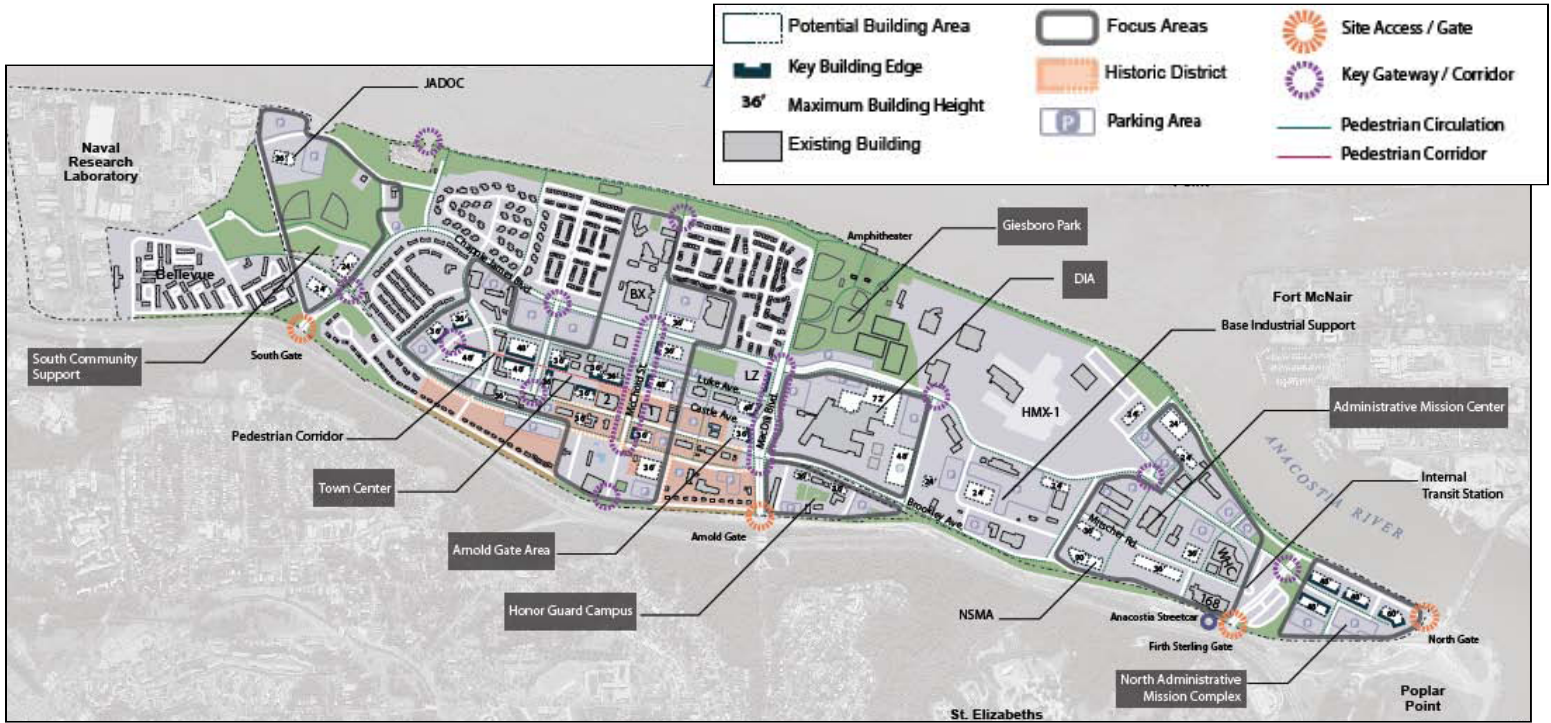


Figure 4: FUTURE URBAN DESIGN FRAMEWORK NEIGHBORHOODS

The following summary table highlights the eight JBAB Master Plan neighborhoods and their planned future roles within the context of the installation.

**Neighborhoods Summary**

South Community Support	This area is intended to be a focus for future community uses such as a Child Care Center, Charter School or other base support activities.
Town Center	This area will house future uses is to complement the existing buildings and historic assets. New buildings will be two to four stories in height, providing administrative, housing and support functions.
Arnold Gate Area	This is the main entrance to JBAB. The Urban Design framework proposes two buildings along the south side of the entrance to create an “urban edge”. Allowable heights will be up to four stories and the buildings will be designed to relate to the DIA complex.
Giesboro Park	This area will serve as recreational space for JBAB and will have an even more important future role, as the northern sports fields are replaced by planned Mission/Administrative development.
Defense Intelligence Agency (DIA)	DIA is preparing a Strategic Facilities Master Plan to identify their future development needs. Some expansion space may be necessary, which could include improved infrastructure and parking.
Honor Guard Campus	This area is identified for some modest additional construction of buildings, intended as a high quality sub campus within JBAB.



	New construction will be limited to the western perimeter of the campus and along the edge of the existing parade ground.
Administrative Mission Center	This area is located near the future streetcar stop and will provide base connectivity with the stop. There will be strong pedestrian connection between the streetcar stop, the planned local internal transit node, and facilities along Mitscher Road.
North Administrative / Mission Complex	This area will serve as a major new concentration of mission / administrative or other support functions, allowing higher density development from three to six stories (a maximum of 60 feet in height). Development in this area will provide a high quality visual image for the DoD and visitors entering Washington D.C. via the South Capitol Street gateway.

The Land Use and Illustrative Concept Plan is a hypothetical depiction of future potential Joint Base development. The next two figures show the Illustrative Concept Plan and future Land Use Plan for JBAB.

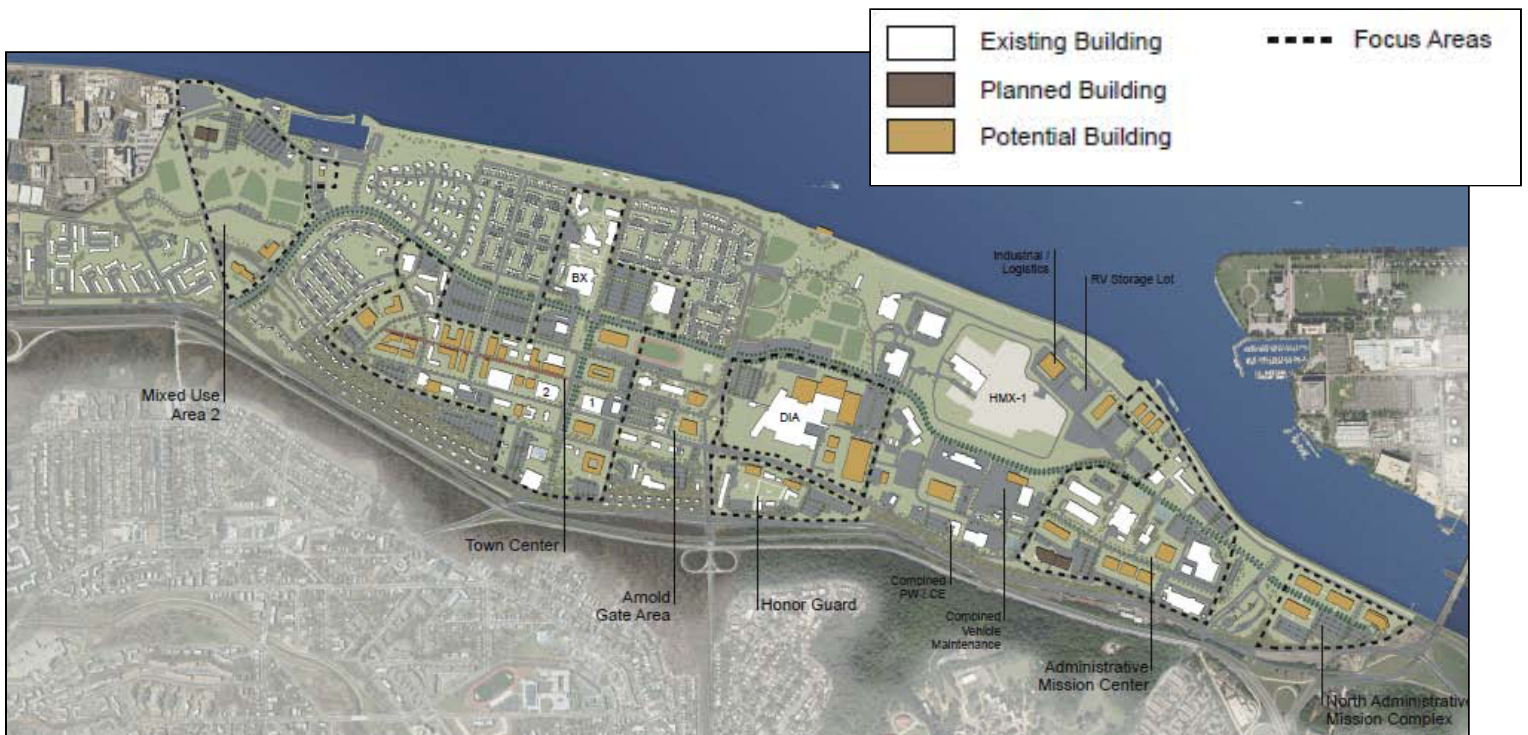


Figure 5: ILLUSTRATIVE CONCEPT PLAN

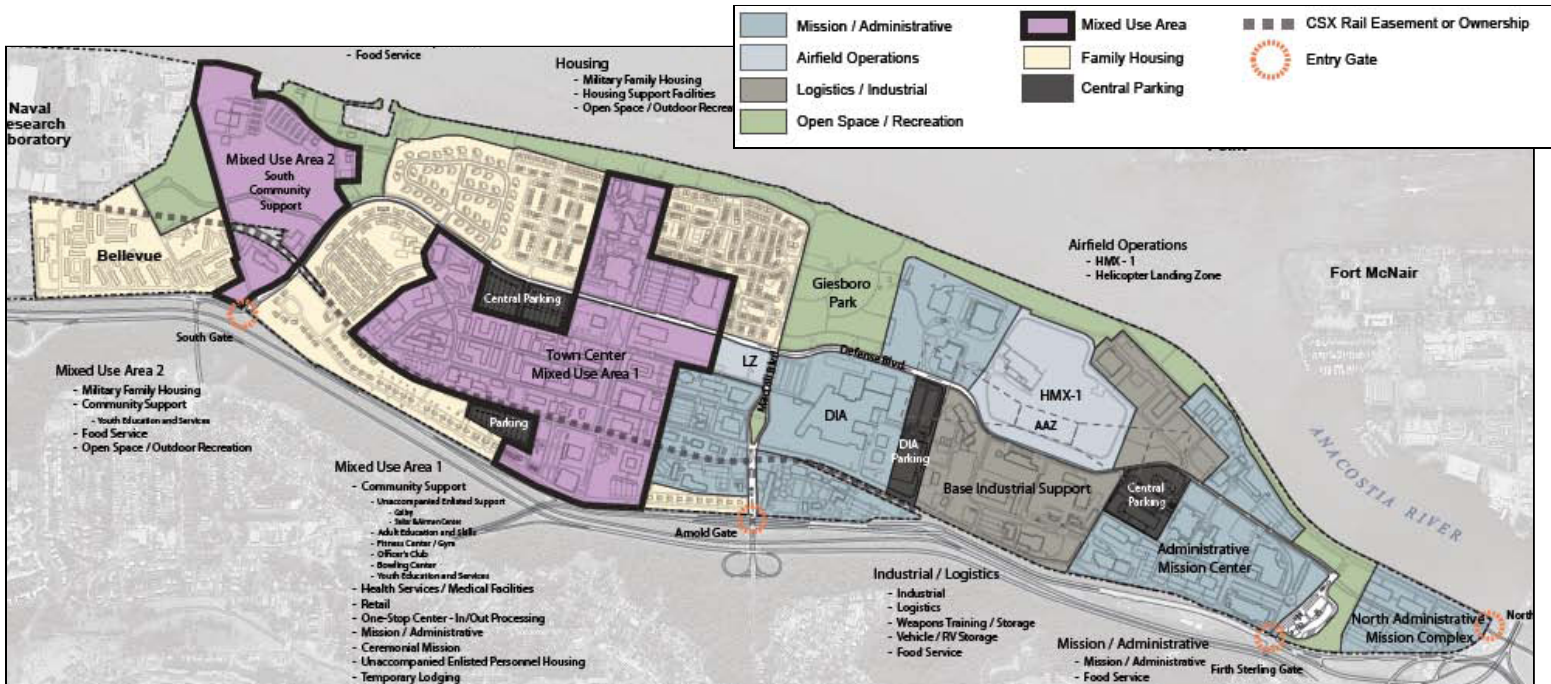


Figure 6: FUTURE LAND USE

The Master Plan proposes seven future land use categories (summarized in the following table) as follows: Mission/Administrative, Airfield Operations, Logistics/Industrial, Open Space/Recreation, Mixed-Use Area, Family Housing, and Central Parking.

**Future Proposed Land Uses**

Mission / Administrative	This land use allows Mission / Administrative functions and supporting food services; Example functions include activities appropriate in an office-oriented setting such as program management, information technology, personnel support and other administrative work.
Airfield Operations	This land use allows rotary-wing air operations.
Logistics / Industrial	This land use allows industrial, logistics and weapons training/storage functions; Examples include vehicle maintenance and storage, weapons training ranges, and facilities maintenance.
Open Space / Recreation	This land use allows Open Space / Outdoor Recreation functions and facilities; Examples include: athletic fields, dog parks, playgrounds, parks, trails, marina/port operations, an amphitheater and supporting food service.
Mixed-Use Area	This land use designation allows a mix of uses within a core area of the joint base. Allowable uses include: Community Support, Health Services / Medical Facilities, Retail, One-Stop Center with In / Out Processing, Mission /Administrative, Ceremonial Mission, Unaccompanied Enlisted Personnel Housing, Temporary Lodging, Chapels, Food Service and Open Space /Outdoor Recreation functions and facilities.
Military Family Housing	This land use allows Military Family Housing, Housing Support Facilities and Open Space / Outdoor Recreation land uses.
Central Parking	This land use allows parking to serve facilities found in adjacent land uses. Central Parking areas are found adjacent to Town Center Mixed Use Area 1 (two lots), the DIA and the Anacostia Administrative Mission Center.

The Master Plan proposes greater development density in the Town Center Mixed Use Area 1, Administrative Mission Center, and the North Administrative Mission Complex as shown in the following graphic. Densification strategies include: lessening the space between facilities, locating parking on the periphery of development (rather than between buildings), and allowing taller buildings heights.

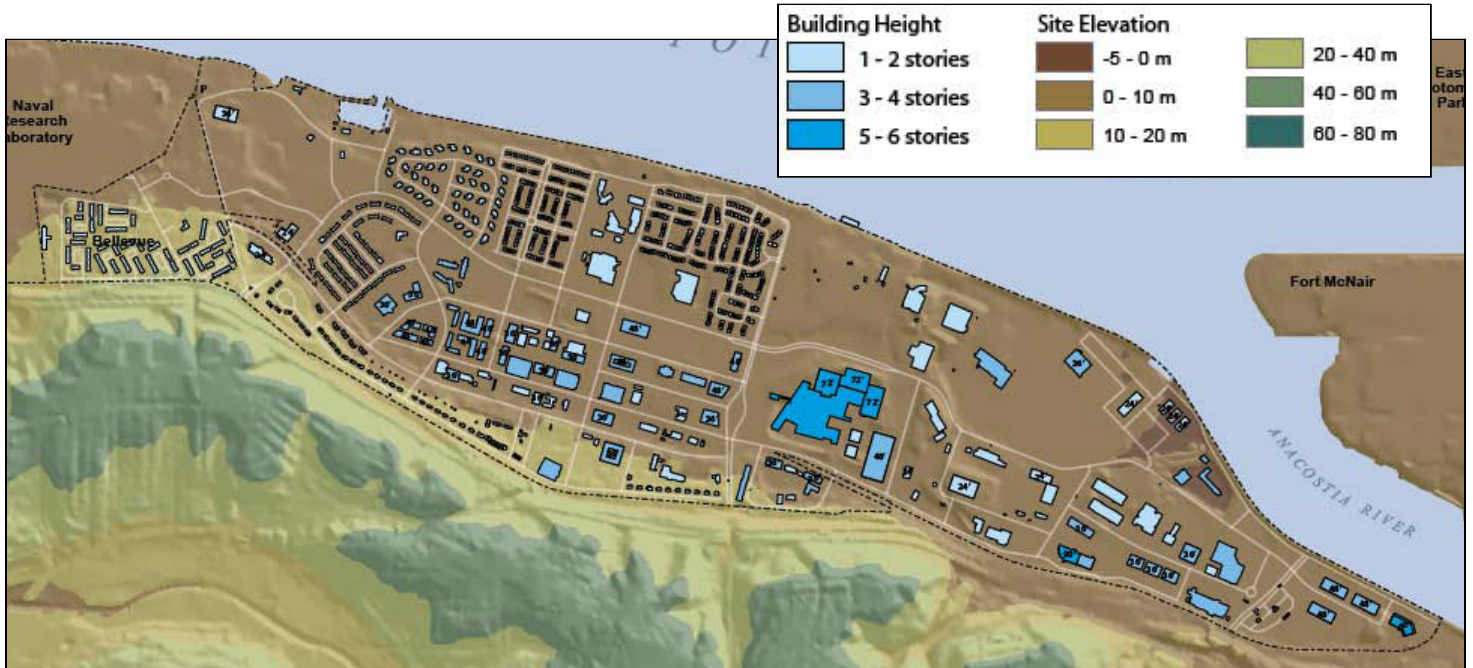


Figure 7: PROPOSED BUILDING HEIGHTS AND SITE ELEVATION

The landscape plan component will help unify the appearance of the Joint Base by standardizing the “look” and “feel” of the installation. In addition, the landscape plan will promote sustainability and Low Impact Development (LID) strategies to improve water quality, reduce storm water runoff, and reduce water usage. The plan is aligned with special focus areas (i.e. gates), neighborhoods, and roadway hierarchy. The following figure shows the identified landscape “zones.”

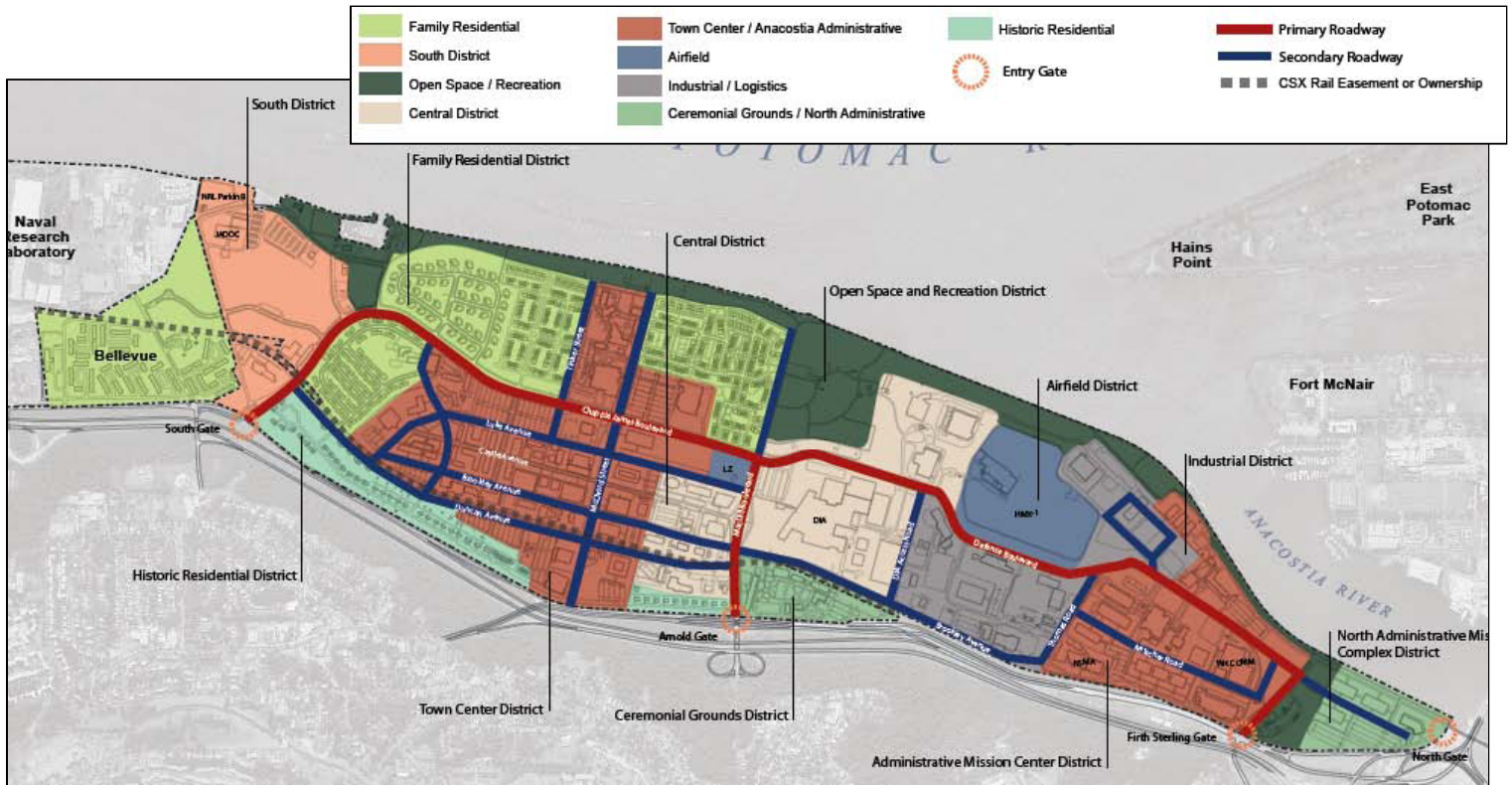


Figure 8: LANDSCAPE ZONE PLAN

The draft Master Plan recommends consideration of public views from neighboring communities during development of future projects, which is especially important with JBAB’s waterfront location and large number of potential off-base vantage points. In particular, the Master Plan cites two vantage points (Hains Point and the Frederick Douglass Memorial Bridge) as significant locations due to their relatively close proximity to the base. The following graphics (from the Master Plan) depict how proposed development might be visualized from these locations.

In order to comply with Department of Defense (DOD) policies and with increasing Administration awareness regarding environmental sustainability, the draft Master Plan outlines numerous design strategies for future on-base development, categorized as follows: Energy Conservation, Storm water Management/Water Quality, Pedestrian Walkability and Transportation Efficiency, and Utilities.

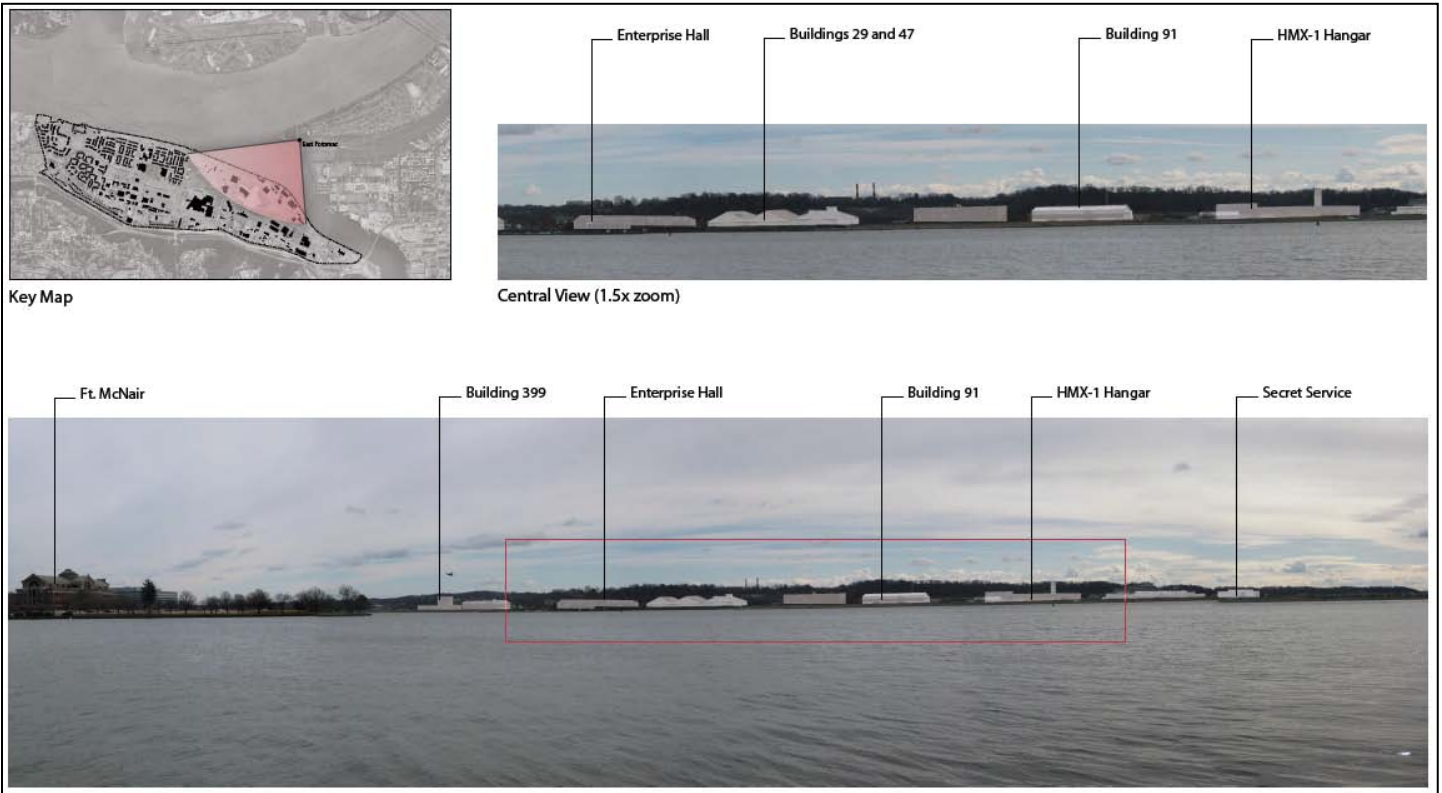


Figure 9: VIEWS FROM NEAR HAINS POINT

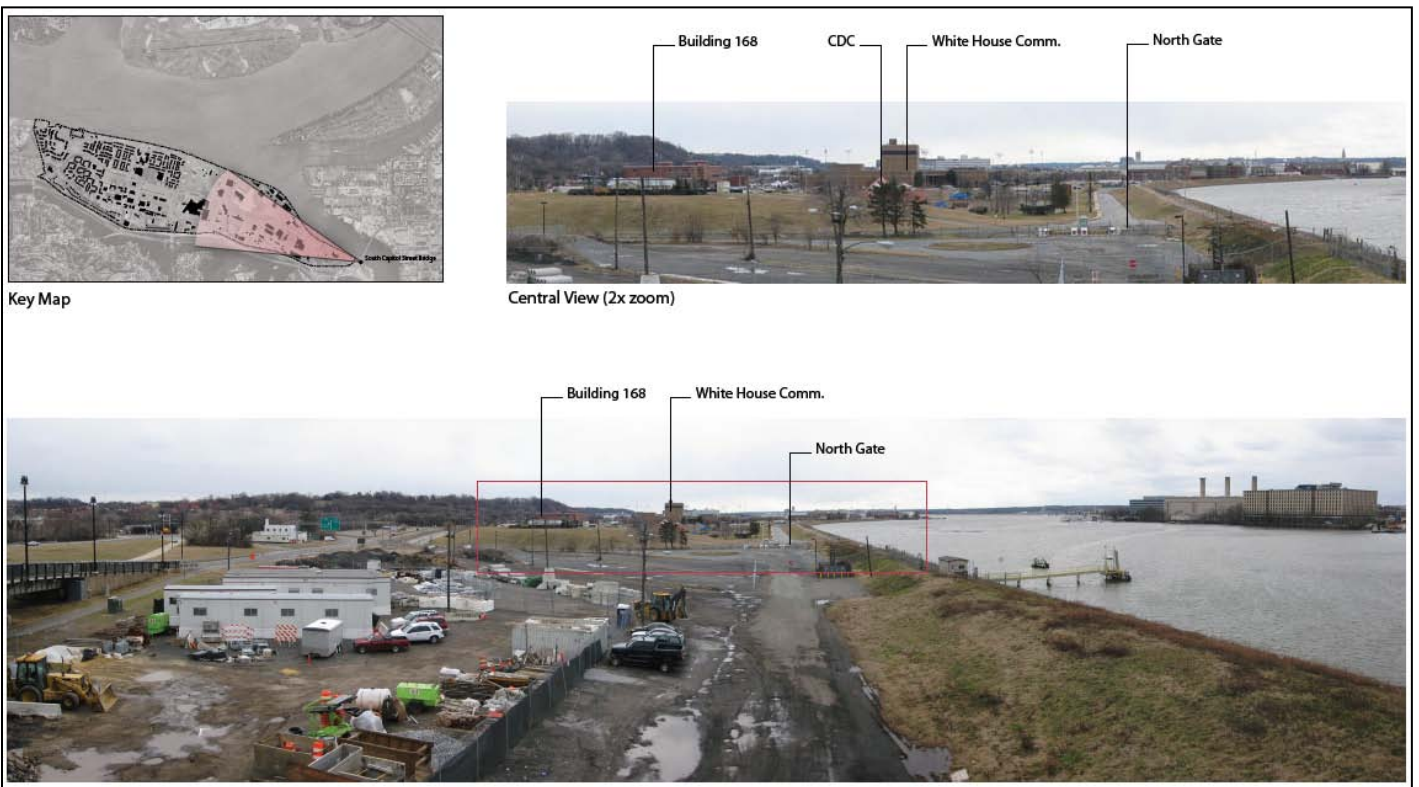


Figure 10: VIEWS FROM FREDERICK DOUGLAS MEMORIAL BRIDGE

The Master Plan proposes several on-base circulation-related projects, focused on some of the gate areas (Firth-Sterling Gate, North Gate, and South Gate), the Town Center area, and the Anacostia Logistics Area. In addition, the urban design component of the Master Plan influences JBAB’s future on-site circulation and accessibility, by promoting dense, pedestrian-friendly development nodes, intended to help facilitate transit and walking. The following figure depicts the future planned internal circulation network.



Figure 11: FUTURE ACCESS AND INTERNAL CIRCULATION/TRANSIT

Currently, there are 7,980 existing parking spaces on JBAB to serve 13,209 on-base employees, which equates to a 1.66 employee parking ratio. The draft Master Plan proposes to remove 383 spaces during the next 10 years, and assumes a hypothetical JBAB employment population increase of approximately 25% (from 13,209 to 18,386). The potential population increase and change in parking could result in a future employee parking ratio of 2.42.

	Population	Parking	Parking Ratio
Existing	13,209	7,980	1.66
Near Future Development	14,709	8,238	1.79
JADOC	200	120	-
BRAC	500	-	-
NSMA	800	138	-
Total Near Future Increase	1,500	258	-
25% Employee Increase	18,386	8,238	2.23
25% Employee Increase + MP Parking Decrease	18,386	7,597	2.42
Lot removal with development		-383	

AECOM (Existing data only) and JB Anacostia-Bolling Transportation Management Plan

Figure 12: FUTURE PROJECTED EMPLOYEE PARKING CHANGE

The following graphic shows the locations for all future potential JBAB employee parking facilities, which are disbursed throughout the base. The planned parking appears to be inconsistent with the future land use (Figure 6) however, which appears to show future parking as consolidated within four areas.

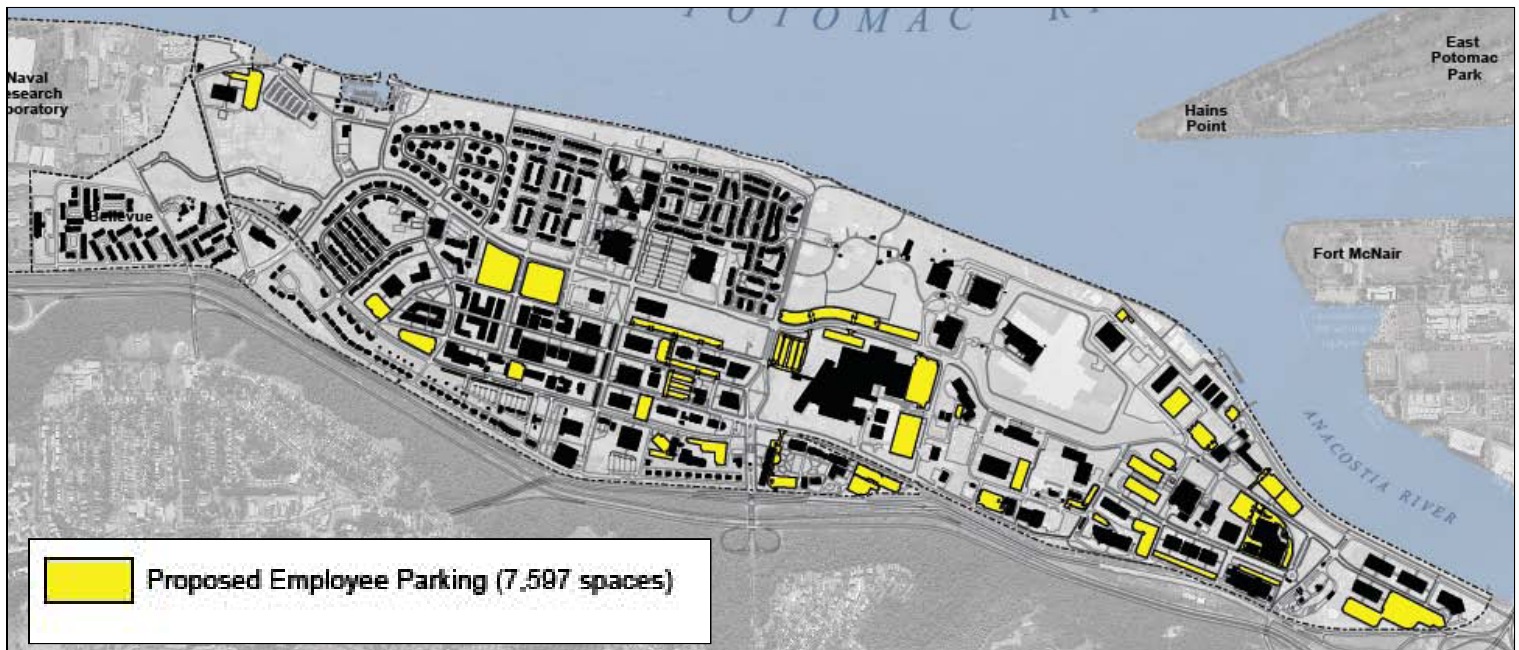


Figure 13: PROPOSED EMPLOYEE PARKING

The draft Master Plan shows a redesigned Firth Sterling Gate to improve truck inspection operations, improve the traffic operation at the Mitscher Road/Defense Boulevard intersection, and to facilitate general traffic flow through the gate. The following figure shows a conceptual rendering of the new Firth Sterling Gate from the Master Plan.

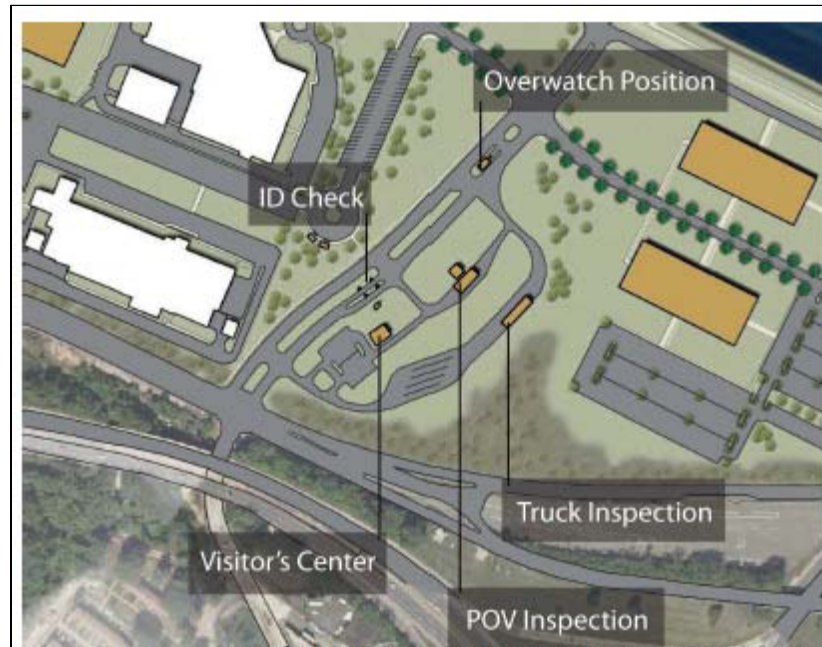


Figure 14: CONCEPTUAL RENDERING – FIRTH STERLING GATE

The redesigned gate area (to improve truck inspection operations) however, appears to be incompatible with use of the gate for pedestrian access, which will likely increase from a future nearby streetcar and bus stop, and future plans to redesign South Capitol Street and the Frederick Douglas Bridge.

Other proposed future on-base access and circulation improvements include:

- Enhanced new set of east-west and north-south roads in the area between Defense Boulevard, Brookley Avenue, Boundary Drive and Thomas Road to increase access to these industrial/logistic areas;
- Modified roadway network in the new Town Center area to better accommodate the proposed denser, more pedestrian-friendly development and create a better sense of “place”. Improvements will include a pedestrian mall;
- Extended McChord Street through the Base Exchange (BX) parking area to connect with the housing located in the west area of JBAB;
- Extended Eglin Way (south) to connect to the Bellevue Housing Area;
- Modified South Gate to meet AT/FP requirements.

The Master Plan promotes the use of bicycling, walking, and transit for on-base circulation as illustrated by the following two graphics that show the future planned pedestrian and bicycle network, and future proposed internal JBAB shuttle routes and stops. However, the Master Plan does not address how people will travel to the base, other than by driving. To date, the Navy does not appear to have successfully coordinated the JBAB Master Plan with the Washington Metropolitan Area Transit Authority (WMATA) in order to develop plans for additional transit service to the base.



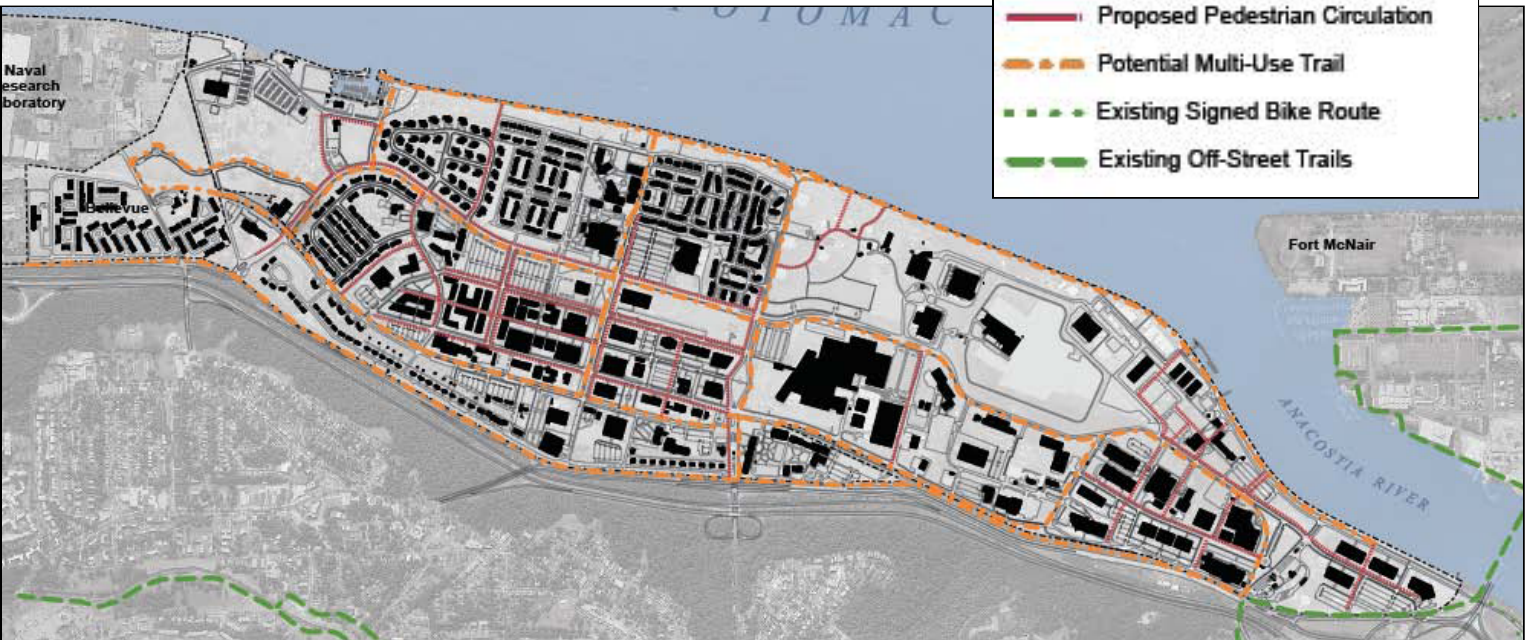


Figure 15: PROPOSED PEDESTRIAN AND BICYCLE NETWORK

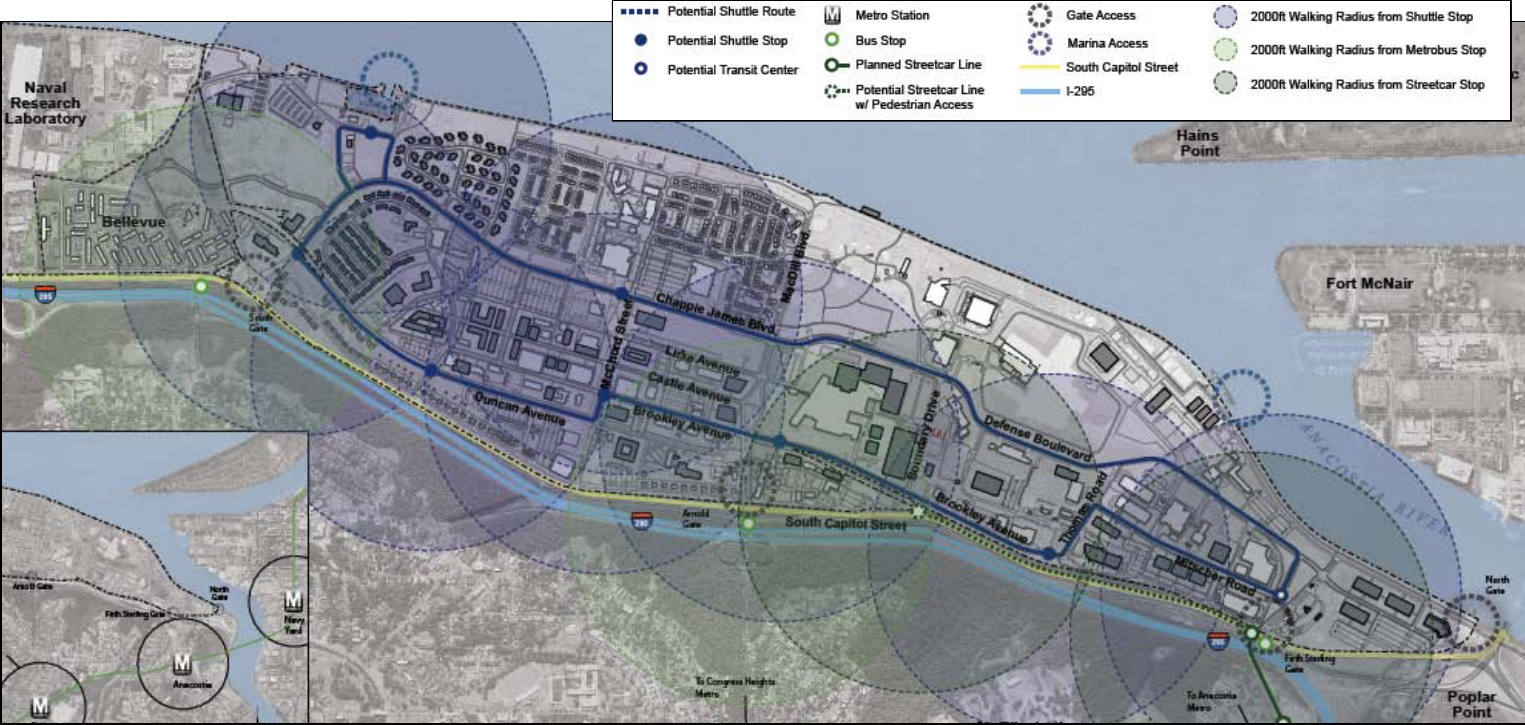


Figure 16: PROPOSED SHUTTLE AND TRANSIT SYSTEM

*Transportation Management Plan*

The draft JBAB Master Plan submission includes a Transportation Management Plan (TMP), prepared in response to NCPC requirements, and intended to help minimize the traffic and parking impacts from future potential on-base development. The TMP analyzes the existing and future on-base and off-base traffic conditions, assuming the full “build-out” of the proposed Master Plan. The following table (from the TMP) shows how existing JBAB employees currently travel between home and work.

<p>75 % = Single-Occupant Vehicles</p> <p>12 % = Carpool and Vanpool (multi-occupant vehicles)</p> <p>11 % = Shuttle Bus (combined routes)</p> <p>2 % = Pedestrian, bicycle, and public transit (Metrorail and Metrobus)</p> <p>100%</p>
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Figure 17: EXISTING JBAB MODE SPLIT

In addition, the TMP analyzes existing programs available to JBAB employees and proposes a number of future programs as summarized in Appendix A. The Master Plan submission states that the EA assumes full implementation of the JBAB TMP.

*Environmental Assessment*

The EA includes three alternatives (one “no build” alternative and two “build” alternatives), described as follows:

**Three Environmental Assessment Alternatives**

<p>No Action Alternative</p>	<ul style="list-style-type: none"> <li>• Joint Base Anacostia-Bolling administratively joined on October 1<sup>st</sup>, 2010.</li> <li>• Anticipated base personnel growth from the relocation of NCR personnel from leased facilities, JADOC and NSMA to the installation would take place as previously planned (<i>previously described</i>).</li> <li>• Installation would continue to operate as at present.</li> </ul>
<p>“No Master Plan” Alternative</p>	<ul style="list-style-type: none"> <li>• Joint Base Anacostia-Bolling administratively joined on October 1<sup>st</sup>, 2010.</li> <li>• Anticipated base personnel growth from the relocation of NCR personnel from leased facilities, JADOC and NSMA to the installation would take place as previously planned (<i>previously described</i>).</li> <li>• Additional general base employment population growth of 25% (approximately 5,000 employees) during the next 10 years.</li> <li>• No Joint Base Master Plan:             <ul style="list-style-type: none"> <li>- No change in the planning considerations or process currently employed to site facilities on the base.</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>- No new comprehensive vision to help guide the placement of future facilities on the installation, and their design</li> <li>- Various functions would remain scattered throughout the two legacy installations – such as two gymnasiums and dispersed bachelor enlisted housing – continuing present inefficiencies</li> <li>- No effort to consolidate related functions and no intent to create dense, walkable administrative and community nodes which could more easily be serviced by transit</li> </ul>
<p>“Joint Base Master Plan” Alternative <i>(preferred)</i></p>	<ul style="list-style-type: none"> <li>• Joint Base Anacostia-Bolling administratively joined on October 1<sup>st</sup>, 2010.</li> <li>• Anticipated base personnel growth from the relocation of NCR personnel from leased facilities, JADOC and NSMA to the installation would take place as previously planned (<i>previously described</i>).</li> <li>• Additional general base employment population growth of 25% (approximately 5,000 employees) during the next 10 years.</li> <li>• Joint Base Master Plan</li> </ul>

The following table is taken from the EA document, and provides a summary of the impacts for the two “build” alternatives.

<i>Issue/Resource</i>	<i>No Master Plan Alternative</i>	<i>Master Plan Alternative</i>
<b>Community Resources</b>		
Land Use Patterns	Minor - Moderate	Beneficial
Planning Policies, Initiatives and Projects	No - Negligible	Beneficial
Waterfront Access	No - Negligible	No - Negligible
<b>Cultural Resources</b>		
Archaeological Resources	No - Negligible	No - Negligible
Historic Resources	Minor - Moderate	Beneficial
Visual Resources	Minor - Moderate	Minor - Moderate
<b>Transportation</b>		
Roadways and Traffic	Minor - Moderate	Minor - Moderate
Parking	Minor - Moderate	Beneficial
Public Transportation	No - Negligible	Beneficial
Pedestrian/Bicycle Circulation	No - Negligible	Beneficial
<b>Physical and Natural</b>		
Geology, Topography, Soils	Minor - Moderate	Minor - Moderate
Shoreline	No - Negligible	Beneficial
Floodplains	Minor - Moderate	Minor - Moderate
<b>Utilities/Infrastructure</b>		
Utilities	Minor - Moderate	Minor - Moderate
Energy Conservation	Minor - Moderate	Beneficial
Stormwater Management	Minor - Moderate	Beneficial
Hazardous Materials & Waste	No - Negligible	No - Negligible
<b>Air Quality</b>	Minor - Moderate	Minor - Moderate
<b>Noise</b>	Minor - Moderate	Minor - Moderate

Figure 18: EA CUMULATIVE IMPACTS SUMMARY TABLE

The Navy has indicated that it intends to issue a “Finding of No Significant Impact” (FONSI) in June/July 2011.

## PROJECT ANALYSIS

### Executive Summary

The draft Master Plan is a framework document to help guide future JBAB projects, rather than an inventory of more defined, programmed future projects. This is due to the fact that, with the exception of three projects (NSMA, NCR, and JADOC), all other planned projects are still conceptual and therefore very uncertain. Staff finds that the draft Plan has several positive attributes as follows:

- The draft Master Plan demonstrates awareness of sensitive views of the installation from Hains Point and the Frederick Douglas Memorial Bridge, through its proposed building height limits. The limits will help manage potential future visual impacts from planned JBAB development.
- The draft Master Plan includes a detailed section (“Historic and Archeological Resources”) that addresses numerous on-base historic resources. One planning objective is to “Protect and Enhance Historic Resources”, which is reflected in the Landscape Plan’s specific guidance for landscaping within the Historic Residential District.
- There draft Master Plan includes a "Site Environment/Sustainability" section to promote a variety of sustainable site and building design strategies for future development on JBAB.

Consequently, staff recommends that the Commission **comment 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.**

However, staff finds that the draft Master Plan has several outstanding issues, which the final plan should address as follows:

- The draft Master Plan and TMP are not consistent with the Comprehensive Plan's parking ratio policy of one parking space for every four employees (1:4).
- The EA for the draft Master Plan does not analyze the cumulative impacts of JBAB development with other future planned projects such as the St. Elizabeths West Campus and Poplar Point, nor does the TMP account for the combined traffic for the three developments.
- The draft Master Plan does not reflect the potential realignment of South Capitol Street/Frederick Douglas Memorial Bridge in its proposed development of the North Mission Administrative Complex. This is an important location within JBAB, due to its high visibility along South Capitol Street, which is one of the “gateways” into downtown Washington, DC.

Additionally, staff requires more information regarding visitor and residential facilities and needs, cultural resources, transportation management programs, and additional summary information for existing and future potential development.

#### *Master Plan Parking Ratio*

Staff notes that the draft Master Plan does not comply with the Comprehensive Plan parking ratio goal of one space for every four employees (1:4), nor does the TMP adequately demonstrate why JBAB is unable to meet the specified goal. The ratio shown in the draft Master Plan is hypothetical, relying on several aggressive assumptions, such as a significant 10-year increase in employees and the implementation of a large number of conceptual, un-programmed projects. As such, staff recommends that the Commission **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.**

#### *Cumulative Impacts*

The draft EA did not analyze the cumulative impacts for JBAB in addition to future planned projects such as the St. Elizabeths West Campus development (currently under construction) and Poplar Point. In addition, the TMP did not account for the cumulative traffic generated by these future developments. Rather, the EA's cumulative impacts analysis lacks detail, and provides an abbreviated table to summarize these impacts.

JBAB's location presents a challenge to travelers using "alternative" modes of transportation (transit, walking, and bicycling) situated outside of the District's downtown area, separated by the Anacostia and Potomac Rivers, and along highway/major arterial roadways. The traffic impact study shows that a majority (75%) of JBAB employees travel between work and home using "Single Occupant Vehicles" (SOVs) as indicated in the previous TMP table (Figure 17). The traffic study also indicates that a majority (78%) of JBAB employees access the base using I-295, arriving and departing during typical "rush hour" times (6:45-8:00 AM and 3:45-5:15 PM), when I-295 is most congested. This travel behavior results in an adverse impact on the adjacent roadway network as reflected by the poor operation of the I-295/Malcolm X intersection (on weekday mornings) and the poor operation of the South Capitol Street/Firth Sterling intersection (on weekday evenings), shown in the following TMP figure.

Summary of Capacity Analysis Results – External Intersections				
Intersection	AM Peak Hour		PM Peak Hour	
	LOS	Delay (secs/veh)	LOS	Delay (secs/veh)
1. S. Capitol St. at Firth Sterling Ave.	C	32.4	D	47.5
2. S. Capitol St. NB at Malcolm X Ave.	C	21.7	C	22.5
3. S. Capitol St. SB at Malcolm X Ave.	C	31.4	C	32.7
4. Overlook Ave. at Chappie James Blvd.	B	17.6	B	17.2
5. Overlook Ave. at Chesapeake Rd.	B	17.7	B	16.5
6. Malcolm X Ave. at I-295*	E	36.4	B	14.1

\* Unsignalized Intersection (All other intersections are signalized.)  
 Note: City standard of LOS D represents an average delay ranging between 35 to 55 seconds per vehicle for signalized intersections, and between 25 to 35 seconds per vehicle for unsignalized intersections.  
 Source: O.R. George & Associates, Inc.

Figure 19: SUMMARY OF CAPACITY ANALYSIS RESULTS

As previously discussed, JBAB does not currently meet the NCPC Comprehensive Plan employee parking ratio of 1:4.<sup>3</sup> The base has an existing ratio of 1:1.66, which exceeds the number of allowable employee spaces by approximately 4,700. The draft Master Plan shows a future planned parking ratio of 1:2.42, which is still in excess of the Comprehensive Plan ratio by approximately 3,000 spaces.

The submitted draft Transportation Management Plan includes a relatively small number of basic travel management programs such as transit subsidies, Guaranteed Ride Home, and Telecommuting. However, a parking reduction from approximately 7,600 spaces (1:2.42) to 4,600 spaces (1:4) will require a significantly more aggressive, robust TMP. In addition, the TMP lacks adequate detail to quantitatively demonstrate that the TMP will effectively support significantly reduced Joint Base parking, as recommended in the "Implementing a Successful TMP" Federal Handbook (2008). Given the fact that the St. Elizabeths federal campus is located in close proximity to JBAB, and that their TMP is currently undergoing development, staff recognizes an opportunity to fully merge the JBAB TMP with the St. Elizabeths TMP. A joint TMP will help eliminate redundancy and maximize travel management coordination between the two installations. Additionally, joint TDM planning efforts could result in more innovative TDM programs, and help enhance the feasibility of providing certain programs (i.e. more shuttles) between the two installations, which may not be available in separate capacities.

Consequently, staff recommends that the Commission **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**

<sup>3</sup> JBAB is subject to NCPC Comprehensive Plan's employee parking ratio (1:4) because it is located outside of the Central Employment Area, within the historic boundaries of the District.

**Services Administration to explore the possibility of developing and managing a coordinated Transportation Management Plan for Joint Base Anacostia-Bolling and St. Elizabeths.**

*South Capitol Street/Frederick Douglas Memorial Bridge*

The draft Master Plan shows the existing alignment for South Capitol Street and the Frederick Douglas Memorial Bridge in all document graphics. However, there are plans to replace the bridge as documented in the South Capitol Street Final Environmental Impact Statement (2008), which contains a future potential alternative bridge and South Capitol Street alignment. As such, staff recommends that the Commission **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.**

*Additional Master Plan Information*

The following information is required for NCPC staff to complete its review of the Final JBAB Master Plan. Consequently, staff recommends that the Commission **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.)**

## CONFORMANCE

### Comprehensive Plan for the National Capital

The Comprehensive Plan for the National Capital (Comprehensive Plan) provides goals and policies that guide the Commission in evaluating and acting on plans and projects in the National Capital. Staff has evaluated the draft Master Plan for conformance with five of the seven Federal Elements of the Comprehensive Plan: the Federal Workplace, Transportation, Parks and Open Space, Federal Environment, and Preservation and Historic Features elements. The following detailed lists highlight the policies that are consistent and inconsistent with the draft Master Plan as proposed.

#### *Federal Workforce Element*

The following Comprehensive Plan policies are consistent with the draft Master Plan:

1. Use innovative energy conserving techniques in the design and construction, operation, location, and orientation of federal workplaces;
2. Strive to create federal workplaces that engender a sense of pride, purpose, and dedication for employees.

The following Comprehensive Plan policies are inconsistent with the draft Master Plan:

1. Develop sites and buildings consistent with local agencies' zoning and land use policies and development, redevelopment, or conservation objectives, to the maximum extent feasible;
2. Encourage federal employees to rideshare, including the use of carpools, vanpools, privately leased buses, public transportation, and other multi-occupant modes of travel.

#### *Transportation Element*



The following Comprehensive Plan policies are consistent with the draft Master Plan:

1. Submit their most recent TMP with all master plans and with all projects that increase employment on site by 100 or more;
2. Employ compressed and variable work schedules for employees, consistent with agency missions;
3. Federal agencies should operate on-campus circulators on federal campuses with multiple federal buildings;
4. Federal agencies should fund Metrorail station to workplace shuttles if inadequate transit connections are not otherwise present;
5. Transit station-to-workplace shuttles should be combined with on-campus circulators where on-campus circulators are employed;
6. Federal agencies should operate cross-town shuttles in urban areas where inadequate transit service exists to provide transportation between federal agencies doing business with one another or among several locations of one agency;
7. Support the development of a water taxi system serving the District of Columbia and surrounding jurisdictions to provide an alternative commuting mode, to coincide with waterfront redevelopment opportunities, and to serve waterfront attractions.

The following Comprehensive Plan policies are inconsistent with the draft Master Plan:

1. Provide parking only for those federal employees who are unable to use other travel modes;
2. Place parking in structures, preferably below ground, in the interest of efficient land use and good urban design;
3. Outside of the Central Employment Area, but within the Historic District of Columbia boundaries, the parking ratio should not exceed one space for every four employees;
4. Prepare Transportation Management Plans (TMPs) to encourage employee commuting by modes other than the single-occupant vehicle;
5. Develop TMPs that explore methods and strategies to meet prescribed parking ratios, and include a thorough rationale and technical analysis in support of all TMP findings;
6. Analyze scenarios that incorporate data on employee home zip codes, nearby bus routes, Metrorail, MARC, and VRE lines and their schedules, and that identify existing and planned HOV lanes;
7. Include, within TMPs, implementation plans with timetables outlining each agency's commitment to reaching TMP goals;
8. Reflect, within TMPs, planned regional transportation infrastructure or service improvements within five miles of the federal facilities;
9. Encourage ridesharing, biking, walking, and other non-single-occupant vehicle modes of transportation for federal commuters;
10. Steadily increase transit subsidy rates, and consider applying subsidies and incentives to other modes, such as biking, walking, carpooling, and vanpooling;
11. Provide bicycle travel lanes, paths, or trails between campus entrance points and all buildings on the campus;

12. Provide secure and sheltered bicycle parking spaces or bicycle lockers in close proximity to building entrances at federal buildings and on federal campuses. The number of spaces provided should be in accordance with the requirements of the local jurisdiction in which the federal facility resides, if such requirements exist. In the absence of such requirements, federal facilities should provide an abundant supply of bicycle lockers or parking spaces to meet current employee needs and to promote bicycle commuting;
13. Provide employee clothes lockers and showers at federal buildings and on federal campuses to support bicycle commuters. Space should be reserved in new facilities to allow for the provision of showers and lockers to support the bicycle commuting population. Specific goals for bicycle parking should be outlined in the TMP, keeping in mind that visitors may also arrive by bicycle.

### *Parks and Open Space Element*

The following Comprehensive Plan policies are consistent with the draft Master Plan:

1. Conserve portions of military reservations that add significantly to the inventory of park, open space, and natural areas and should, to the extent practicable, be used by the public for recreation. Examples include Andrews Air Force Base, Fort Belvoir, U.S. Soldiers' and Airmen's Home, Fort Meade, and Marine Corps Base Quantico;
2. Develop the banks of the Anacostia River as a high-quality urban park with a mix of active and passive recreational opportunities;
3. Discourage large paved parking areas and other non-water-related development along the Anacostia and Potomac Rivers;
4. Avoid physical barriers to the waterfront, and long, unbroken stretches of buildings or walls along waterfronts.

The following Comprehensive Plan policy is inconsistent with the draft Master Plan:

1. Connect local trails to regional and national trail networks.

### *Federal Environment Element*

The following Comprehensive Plan policies are consistent with the draft Master Plan:

1. Promote water conservation programs and the use of new water-saving technologies that conserve and monitor water consumption in all federal facilities;
2. Avoid locating activities that produce excessive noise near sensitive natural resources, and sensitive human uses such as residential areas, hospitals, and schools;
3. Ensure that noise-generating activities at federal facilities, such as loading dock operations, festivals, and concerts, are sited and scheduled with sensitivity to the surrounding environment and community;
4. Maintain aircraft flight procedures for fixed-wing aircraft and helicopters to minimize adverse noise levels on noise-sensitive land uses.

The following Comprehensive Plan policies are inconsistent with the draft Master Plan:

1. Further decreasing federal employee usage of single-occupant vehicles through operational policies, such as Transportation Demand Management techniques, and the location and design of workplace facilities;
2. Encourage the natural recharge of groundwater and aquifers by limiting the creation of impervious surfaces, avoiding disturbance to wetlands and floodplains, and designing stormwater swales and collection basins on federal installations;

### *Preservation and Historic Features Element*

The following Comprehensive Plan policies are consistent with the draft Master Plan:

1. Ensure that properties not yet listed in the National Register of Historic Places are nonetheless noted for their potential future significance and are treated accordingly. Effort should be taken to identify and protect significant modernist architecture and landscapes, and properties that convey an evolving understanding of cultural significance;
2. Identify and protect both the significant historic design integrity and the use of historic landscapes and open space;
3. Protect significant archaeological resources by leaving them intact, and maintain an inventory of sites with a potential for archaeological discovery;
4. Conduct archaeological investigations at the earliest phases of site or master planning phases in order to avoid the disturbance of archaeological resources;
5. Use historic properties for their original purpose or, if no longer feasible, for an adaptive use that is appropriate for the context and consistent with the significance and character of the property;
6. Ensure the continued preservation of federal historic properties through ongoing maintenance and transfer to an appropriate new steward when disposal of historic properties is appropriate.

### Memorials and Museums Master Plan (2M Plan)

As noted in the submission, there is a potential commemoration site (Site 81) located on JBAB as shown in the following “2M Plan” graphic.



While the draft JBAB Master Plan references the 2M Plan and the potential commemoration site, the Master Plan does not acknowledge the location as a special and unique place to be preserved for future use.

#### National Environmental Policy Act (NEPA)

The Master Plan submission includes a draft Environmental Assessment (EA) that evaluates the potential impacts of the proposed Master Plan on the human and natural environments, pursuant to Section 102 (2) (c) of the National Environmental Policy Act (NEPA) (42 USC 4331 et seq.), the regulations issued by the President's Council on Environmental Quality (CEQ) for implementing the procedural provisions of NEPA (40 CFR 1500-1508), and the Department of the Navy's NEPA procedures contained in 32 CFR 775. However, the EA does not adequately address the draft Master Plan's cumulative impacts as previously discussed.

#### National Historic Preservation Act (NHPA)

The Navy is the lead agency regarding Section 106 of the National Historic Preservation Act and has initiated consultation with the District of Columbia State Historic Preservation Officer. This consultation is not required to be complete at draft submission.

### CONSULTATION

#### Coordinating Committee

The Coordinating Committee reviewed the proposal on April 13, 2011, and forwarded the draft Master Plan to the Commission with the statement that the proposal was only coordinated with the National Park Service. The representatives for NCPC, the General Services Administration, the District of Columbia Office of Planning and the Washington Metropolitan Area Transit Authority withheld coordination pending resolution of unresolved traffic and planning issues.

In follow-up to the Coordinating Committee meeting, the draft Master Plan was referred to the three agencies (GSA, DCOP, and WMATA) which indicated that they were "not coordinated" at the meeting. In response, GSA has submitted comments, which are included in Appendix B. However, neither DCOP nor WMATA have submitted specific comments to NCPC and as such, further coordination is required on the draft Master Plan prior to the submission of the final document.

#### Referral to relevant local planning agencies

The submission indicates that throughout the master planning process, a number of stakeholder agency and public meetings were held. Meetings with review agencies, including the NCPC, the U.S. Commission on Fine Arts, and the D.C. Historic Preservation Office, occurred on a regular basis to review the draft Master Plan at various stages. Coordination meetings were also held with local agencies and offices, including the D.C. Department of Transportation and the Office of Planning, various City Council Members, and Advisory Neighborhood Commissions (ANCs). The culmination of the public outreach process was a Public Open House held at the Petey Green Center in Anacostia. The meeting was attended by Navy and Air Force leadership and provided

visitors with a series of informative displays outlining various aspects of the Joint Base Master Plan. Throughout the public outreach process, comments were received and addressed.

The following list provides a timeline of stakeholder and public agency meetings, and the draft Master Plan includes a table that lists all stakeholder comments and their associated responses.

**June 2, 2009** - Preliminary Meeting with the National Capital Planning Commission (NCPC)

**January 19, 2010** - Scoping Meeting with NCPC and the Commission on Fine Arts (CFA)

**February 1, 2010** - Coordination Meeting with the General Services Administration (GSA) and the Department of Homeland Security (DHS) regarding St. Elizabeths and the Joint Base

**March 23, 2010** - Joint Base Master Plan Draft Presentation to NCPC, CFA and the District of Columbia Historic Preservation Office (DC SHPO)

**July 8, 2010** - Meeting with the District of Columbia Department of Transportation (DDOT) and the Office of Planning (DCOP)

**July 20, 2010** - Meeting with City Council Chairman Vincent Gray and Councilmember Marion Barry

**August 19, 2010** - Meeting with Arrington Dixon, NCPC Commissioner and Chairman of the Anacostia Coordinating Council

**August 23, 2010** - Briefing to Councilmember Marion Barry

**September 1, 2010** - Press release sent out announcing Public Open House on September 15, 2010

**September 8, 2010** - Meeting with Advisory Neighborhood Commission for Ward 8C (ANC 8C)

**September 15, 2010** - Public Open House held at the Petey Green Center in Anacostia

## APPENDIX A

### Proposed Transportation Management Plan Strategies

<p>Employee/Base Transportation Coordinator</p>	<ol style="list-style-type: none"> <li>1. A full-time Employee/Base Transportation Coordinator would be appointed with overall responsibility for implementing the measures and strategies of the plan.</li> <li>2. The major tenants would each appoint a designated representative for transportation management planning, who, combined with the ETC, would constitute a Base Transportation Management Program (BTMP) Committee.</li> <li>3. The BTMP Committee would meet monthly during the first year under the consolidated management operations, in order to initiate the elements of the plan; and a bi-annual meeting will be coordinated with the NCPC for purposes of progress reporting.</li> <li>4. One of the priority tasks of the ETC and the BTMP Committee structure would be to establish modes for dissemination of information through various media, particularly through a centralized website address.</li> <li>5. The ETC would act as the primary Joint Base liaison with outside agencies and organizations such as the District Department of Transportation (DDOT) and the Washington Metropolitan Area Transit Authority (WMATA) to address external base connectivity and public transit service issues and needs. Regular dialogue between the entities about transportation topics such as the need for additional sidewalks, crosswalks, public transit user amenities at bus stops and increased or modified service schedules are needed if changes are desired.</li> </ol>
<p>Parking Management</p>	<ol style="list-style-type: none"> <li>1. Assign preferential parking spaces to carpoolers</li> <li>2. Utilize an inventory of parking spaces, as the basis for designating each parking facility (garages and lots), with and associated user access level (Mission Critical, Executive Reserved, General use, Visitor, etc.)</li> <li>3. All of the various user categories would include provision for accessible spaces in accordance with current Americans with Disabilities Act (ADA) requirements.</li> <li>4. Distribute preferentially located parking space throughout the base considering the critical element of convenience and accessibility, in order to complement the ride-sharing/carpool and vanpool program</li> <li>5. Regularly and aggressively enforce parking regulations and vehicle identification measures on base to ensure compliance with parking management policies and to discourage system abusers.</li> </ol>
<p>Ride-Sharing (Carpools/Vanpools)</p>	<ol style="list-style-type: none"> <li>1. Establish a ride-matching program through use of the base-wide employee database, and through aggressive marketing of ride sharing through bulletin boards, mass e-mail communications, distribution of literature and ride-matching fairs.</li> <li>2. Highlighting of preferential parking spaces for ride-sharing participants and utilizing the flexibility of the Federal Smart Benefits program to provide cost incentives for vanpools and private vehicles of three or more persons.</li> </ol>
<p>Transit Subsidies</p>	<ol style="list-style-type: none"> <li>1. Give wide publicity of the availability of Smart Benefits through the promotional efforts of the ETC and TMP Committee.</li> </ol>

	<ol style="list-style-type: none"> <li>2. Implement a system of verification to ensure base users who receive Federal Transit Subsidies are utilizing public transportation and not driving and parking on base.</li> <li>3. Perform a review of the 2007 Shuttle Services Study (as recommended) in order to optimize schedules, headways, and connectivity to the public transportation system.</li> </ol>
<p>Shuttle Bus Services</p>	<ol style="list-style-type: none"> <li>1. Consolidate shuttle services and combine operations funding under Navy administration in order to facilitate the most comprehensive network of routes for all base users. Major agency users such as DIA could contribute a portion or whole of its funding for DIA-only shuttle bus services to the larger program. This would eliminate redundant service routes that are not financially efficient from a base-wide perspective, and expand the scope of service thus making it more relevant and attractive to potential users.</li> <li>2. Review the assessment done under the 2007 Shuttle Bus Study to identify opportunities for enhancement in schedules, headways, and routing in order to attract increased ridership.</li> <li>3. Consider measures that would reduce service redundancies that might occur with the implementation of the District's streetcar system link between Anacostia Metrorail station and Joint Base Anacostia-Bolling.</li> <li>4. Enhance convenience of the service through improved on-base routes and stops. Consider the feasibility of drop-off at entrances to major buildings.</li> <li>5. Enhance usage through improved amenities such as more shuttle stops, bus shelters and other urban design amenities. Some of these are addressed in the Master Plan.</li> <li>6. Engage DHS at St. Elizabeths for the possibility of developing a transit center to serve both installations since they are located across I-295 from one another.</li> </ol>
<p>MTA Express Bus Service</p>	<ol style="list-style-type: none"> <li>1. Identify what may be acting as an impediment(s) to increased usage of this service through consultation with base users and MTA and address any such concerns.</li> <li>2. Ensure this bus service and its cost is a qualified mode of travel and expense within the Federal Transit Subsidies Program in order to encourage increased ridership.</li> <li>3. Give wide publicity of the availability of the service through the promotional efforts of the ETC and BTMP Committee.</li> </ol>
<p>VRE/MARC Commuter Rail Service</p>	<ol style="list-style-type: none"> <li>1. Establish a consolidated shuttle service program as a way to expand a DIA-only shuttle route from L'Enfant Plaza to additional DOD base users and facilitate the means for more employees to utilize the VRE commuter rail service.</li> <li>2. Consider the addition of a new shuttle service route or modify an existing route to Union Station as a way to facilitate the means for base employees to utilize MARC commuter rail service from Maryland and West Virginia.</li> </ol>
<p>Commuter Ferry</p>	<ol style="list-style-type: none"> <li>1. The ETC should consult with the Prince William County Transportation Planning Division to determine if a stop at the Joint Base Marina is a viable option and pursue such a service if it is deemed feasible for the ferry line as well as the base given security constraints and commuter interest.</li> </ol>
<p>Bicycle/Pedestrian Connections</p>	<ol style="list-style-type: none"> <li>1. Support the installation of appropriately-sized, unobstructed and continuous sidewalks between facilities on base that connect with the</li> </ol>

	<p>existing network. Sidewalks should range in size from 5 to 10 feet, depending on the character of the area and type of uses supported.</p> <ol style="list-style-type: none"> <li>2. Support the installation of a continuous, dedicated bicycle lane along the length of the primary north-south route, Defense Boulevard/Chappie James Boulevard, and add other dedicated bike lanes as new routes are identified and supportable.</li> <li>3. Pursue the installation of bicycle storage facilities at buildings throughout the base, especially those buildings with large numbers of occupants or high levels of traffic. Bicycle storage should be available at Mission/Administrative buildings, Unaccompanied Bachelor Enlisted Quarters, Community Support facilities, Industrial/Logistics buildings (if considered safe) and in Open Space/Outdoor Recreation areas. Bicycle storage facilities should include a mixture of bicycle racks and enclosed storage facilities when longer term, or overnight storage is required (such as at the BEQ). Locate these bicycle storage facilities in compliance with DoD Antiterrorism Standards.</li> <li>4. Pursue the installation of at least one on-site shower with changing facilities for any new or retrofittable building with at least 100 workers and an additional on-site shower with changing facilities for every 150 workers thereafter.</li> <li>5. Consider providing a strategically-placed “fleet” of Joint Base bicycles for workers who want to borrow the bikes and utilize them for internal base errands, meetings or other activities. Implement a recordation system to track the bicycles and the users so the equipment is accounted for when borrowed.</li> <li>6. Explore options to incentivize employees who bike or walk to work, as per employee carpooling and vanpooling.</li> <li>7. Give wide publicity and encouragement of biking and walking to/from the base and within the base through the promotional efforts of the ETC and TMP Committee.</li> </ol>
<p>Alternative/Variable Work Schedules</p>	<ol style="list-style-type: none"> <li>1. When coordinating alternative/variable work schedules it is worth noting the need for a consistent spread in the variable work schedules, especially those schedules which result in a shortened work week (e.g. 10-hour days/four days a week). Strategies should include encouraging non-traditional days off for employees such as Tuesday, Wednesday and Thursday (instead of the typical Monday and Friday) in order to optimize the decrease in private vehicle access of the Joint Base for the entire work week.</li> </ol>
<p>Telecommuting</p>	<ol style="list-style-type: none"> <li>1. Publicizing the availability of telecommuting options to employees.</li> <li>2. Consider initiation of programs such as “Go to Meeting”, a web conferencing tool, or similar DoD-specific program, in order to provide for interaction as needed.</li> <li>3. Solicit input from employees in order to make the program more attractive.</li> </ol>
<p>Guaranteed Ride Home</p>	<ol style="list-style-type: none"> <li>1. Guaranteed-Ride-Home and Ride-Matching services are available through MWCOG. This should be exploited by the ETC and widely publicized to further enhance the JBAB ride-sharing program if an internal, base-wide system is not possible or deemed redundant by management.</li> </ol>
<p>Regular TMP Monitoring</p>	<ol style="list-style-type: none"> <li>1. The ETC would provide a technical memorandum as a TMP update as part of the documentation for any Proposed Action project involving</li> </ol>



	<p>facilities in excess of 50,000 square feet or an increase of 100 or more employees. This documentation would include an update of the gross employee-to-parking ratios for the base.</p> <ol style="list-style-type: none"> <li>2. Periodic reports to NCPC would be provided as part of the activity of the ETC/Committee function.</li> <li>3. Conduct annual employee surveys to track changes in employee commuting behavior and preferences. Give employees the opportunity to provide feedback on the effectiveness of the transportation management program and send their thoughts on changes, improvements and new initiatives.</li> <li>4. Evaluate the TMP in periodic technical memoranda by calculating the employee-to-parking ratio at Joint Base Anacostia-Bolling as development and background growth reaches certain thresholds or milestones. The memoranda should document the milestones, the reasoning behind selecting the particular milestones, and the parties involved in the decision making process. The memoranda should also include an estimate of the vehicular trip reduction as compared to FHWA Findings.</li> </ol>
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## APPENDIX B

### GSA Comments, 4/22/11

- JBAB should be encouraged to be more proactive in its coordination. The documents are dated September 30, 2010, however, GSA is just now receiving them. GSA is further concerned that some critical information such as traffic analysis may be out of date.
- GSA is concerned that JBAB's follow up as a result of its coordination with GSA and DHS has not been effective. Despite receiving GSA's traffic volumes in August 2010, December 2010, and again in February 2011, JBAB is still discussing moving its heavy truck screening facility to the Firth Sterling Gate. Moving their heavy truck traffic to the Firth Sterling gate would further degrade the poor LOS already expected along Firth Sterling. Further, JBAB notes in its TMP its desire to move heavy trucks to Firth Sterling but places the entire burden of mitigating impacts along Firth Sterling on GSA and DDOT to create an acceptable LOS before they move forward. GSA's EIS alternatives for Firth Sterling result in traffic conditions of LOS E or F along Firth Sterling from Suitland Parkway to South Capitol. There will be no further mitigation as there are no identified improvements that would make the LOS more acceptable.
- There is no attempt by JBAB to achieve the NCPC 1:4 parking ratio. JBAB has many of the same issues that DHS will have at St. Elizabeths yet DHS is developing a detailed TMP to achieve the 1:4 ratio. We would like to see a strenuous effort by JBAB to achieve the 1:4 ratio.
- The traffic analysis is not detailed and does not support the stated conclusions. The report indicates there will be a minor to moderate traffic impact yet provides no indication about LOS at intersections nor does it indicate which gates will have the increased traffic.
- The TMP includes no specific goals or strategies other than a 1:2.42 spaces per employee.
- The transportation challenges in Ward 8 are significant and need to be addressed in a coordinated manner by all stakeholders. There needs to be a better effort for coordinated JBAB outreach to agencies and the public. GSA and DHS were unaware of the public meeting on this project. There are several agencies with projects in the area (GSA, DHS, DMPED, DDOT to name a few) and there should be a concerted effort to plan meetings and outreach.