

STAFF RECOMMENDATION



C.Hart

NCPC File No. 6903

FORT BELVOIR BRAC 133 PROJECT, MARK CENTER DEVELOPMENT (WASHINGTON HEADQUARTERS SERVICES)

Mark Center Drive at Seminary Road
Alexandria, VA

Submitted by the Department of the Army

August 26, 2010

Abstract

The Department of the Army has submitted a final transportation management plan for the BRAC 133 project currently under construction at the Mark Center in Alexandria, VA. Once completed, this installation will consist of approximately 6,409 personnel from the Washington Headquarters Services (WHS) and other Department of Defense agencies. The Mark Center site was chosen by the Department of Defense in 2008. Although the project included a parking ratio of 1 space per 1.71 employees in accordance with the Comprehensive Plan, the Commission recommended that the Army submit a transportation management plan demonstrating how the project will meet the approved modal split. This recommendation was included because the site is not Metrorail accessible, with the nearest Metrorail station being more than two miles away. In addition, the Army needed to identify how it would manage its traffic given the existing traffic congestion along I-395 and the nearby local roadways.

Commission Action Requested by Applicant

Approval of the final transportation management plan, pursuant to 40 U.S.C. § 8722(b)(1).

Executive Director's Recommendation

The Commission:

Approves the final transportation management plan for the BRAC 133, Mark Center Development, as it demonstrates how the proposed modal split will be achieved.

Requires that the Department of the Army submit quarterly reports in conjunction with meetings with the Commission staff and the City of Alexandria for the first year of operation to demonstrate whether alterations to the TMP are necessary.

Requires that the Department of the Army submit an update to the Commission staff and the City of Alexandria on the progress of the discussion between the bus providers and the Army within six months.

Requests that the Department of the Army, as identified in the letter from the Alexandria Mayor to the Commission dated August 24, 2010, consider the use of police officers at key intersections for the first year of operation; explore how Alexandria's transportation demand management program, LocalMotion, can be used to reduce single occupancy vehicle trips; and develop a process to update the TMP in the future.

Notes that if the Fiscal Year 2011 Defense Authorization Budget becomes law, and includes the amendment introduced by Congressman James Moran, then a new transportation management plan is necessary to understand how the Army will address the legislation's provisions that (1) limit the parking space to 1,000 spaces and (2) demonstrate how the Army will maintain the current level of service for the adjacent roadways and intersections.

* * *

PROJECT DESCRIPTION

Background

History

Recommendation 133 of the 2005 Defense Base Realignment and Closure (BRAC) Commission required Department of Defense agencies currently located in leased facilities in the National Capital Region to be relocated to Army owned facilities at Fort Belvoir in Fairfax County, Virginia. Pursuant to the Army's requirements under the National Environmental Policy Act for this BRAC action, the Army developed the *Final Environmental Impact Statement (EIS) for Implementation of 2005 Base Realignment and Closure (BRAC) Recommendation and Related Army Actions at Fort Belvoir, Virginia* in June 2007. On August 7, 2007, the Army issued a Record of Decision (ROD) that included, as one recommendation, the deferral of decision-making on the relocation of BRAC 133 to Fort Belvoir. The Army was required to explore several sites in northern Virginia

As the EIS had previously evaluated facilities for BRAC 133 at the Engineer Proving Ground (EPG) and Main Post, the Army included three sites as part of the environmental assessment it conducted in early 2008 for relocating BRAC 133. The sites in the environmental assessment consisted of a warehouse owned by the General Services Administration in Springfield; a

privately-owned office complex on Eisenhower Avenue in Alexandria and a privately-owned office complex on Seminary Road in Alexandria, called the Mark Center.

In October 2008, the Deputy Assistant Secretary of the Army found the Mark Center location to be the most reasonable site of the three evaluated for the project based on the Army's finding of no significant impact (FONSI) associated with the proposed project. The Commission was not involved in the site selection process.

Previous Commission Actions

In February 2009, NCPC approved the final foundation plans for both the East and West Office Towers and commented favorably on the concept design for the office buildings themselves. There were some specific recommendations for the applicant to address before submitting the project for final Commission approval, consisting of the following:

- Plan for the location of a slip-ramp to I-395 from the South Parking garage to accommodate federal employee traffic and include the final design of the ramp when the Army submits the BRAC 133 project for final review to the Commission.
- Conduct further design coordination with the City of Alexandria to address building and project design issues identified by the City and include any revisions in future submissions to the Commission.
- Complete the National Historic Preservation Act, Section 106 process, for the North Garage location.
- Submit a revised land use plan as part of the updated Fort Belvoir master plan.
- Continue to coordinate with interested members of the public.

The Army addressed all of the recommendations raised by the Commission in 2009 except for including final design the I-395 slip-ramp with the final review of the project. In an effort to address traffic congestion concerns on local roadways, the City of Alexandria requested that the Virginia Department of Transportation (VDOT) evaluate options that provided a direct access via a slip ramp from I-395 to the Mark Center Transportation Center.

VDOT began evaluating ramp options in 2009 as it needed to submit an Intersection Justification Report to the Federal Highways Administration (FHWA) for its approval because I-395 is a federal highway. After evaluating a number of ramp design alternatives, none of the alternatives were acceptable because they either did not perform well under transportation modeling or they adversely impacted the Winkler Preserve. For these reasons, VDOT has decided it will not pursue any of the current ramp alternatives further. In a letter to Alexandria Mayor Euille dated April 2, 2010, VDOT stated that while none of the options were accepted, it is willing to evaluate other alternatives in the future provided funding is made available to study the alternatives. Simultaneously to the VDOT study, the City of Alexandria also requested that the Army seek funding for a slip ramp through the Defense Access Road program. The Army has stated it is willing to submit the project for DAR funding.

In January 2010, the Commission approved the preliminary and final site and building plans for the East and West Office Towers, the parking garages, and the remote inspection facility. The approval included the following conditions:

- Require the applicant to complete and submit a final transportation management plan (TMP) that demonstrates how the proposed modal split will be achieved.
- Note that the applicant has agreed to enhance the architectural expression of the North Parking Garage facade next to the Transportation Center by allowing wall space that can be used for public art.
- Support the applicant's commitment to add screening along the Seminary Road side of the remote inspection facility (RIF) to minimize its visual impact and a green roof to further reduce its visibility.
- Note that the applicant has agreed to update staff on the I-395 ramp design currently being undertaken by the Virginia Department of Transportation (VDOT).

The Army has submitted this final TMP in compliance with the Commissions January 2010 recommendation. The Army also agreed to allow for the public art space on the north face of the North Parking Garage and has included additional screening for the remote inspection facility.

Legislation

In May 2010, Congressman James Moran included an amendment in the Fiscal Year 2011 Defense Authorization Bill (ATTACHMENT 1) that would restrict the number of parking spaces allowed at BRAC 133 to 1,000 spaces if the Army is not able to demonstrate that the surrounding road network will be able to handle the anticipated traffic. The bill, with Congressman Moran's amendment regarding BRAC 133, passed the House of Representatives earlier in this summer and has been sent to the Senate for approval.

PROPOSAL

Site Plan

The new BRAC 133 site is located west of the intersection of Seminary Road and Interstate Route 395 (I-395) (Shirley Highway) in the City of Alexandria, VA. It is a nearly 16-acre portion of the Mark Center development, a Class A office campus developed to preserve green space within an office building environment. On the west side of the BRAC 133 site is the 44-acre Winkler Botanical Preserve, a land parcel that serves as a drainage retention area and open green space. The proposal includes the construction of two office towers, 15 and 17 stories for 6,409 employees; two parking garages with 3,800 parking spaces; a transit center and a remote inspection facility.

Access to the site is from Mark Center Drive, which connects to Seminary Road to the northeast and North Beauregard Street to the northwest. To the east is I-395/Shirley Highway, a major arterial that connects I-95/I-495 to the Pentagon and north to Washington, D.C. via the 14th Street Bridge. In the 1970s, a high-occupancy-vehicle, or HOV, lane was built allowing for persons with four or more occupants to by-pass congestion on I-395. Today, the HOV lane allows vehicles with three or more persons in an effort to entice more people to carpool and thereby reducing the growing congestion on I-395. While the HOV lanes have been in operation since the 1970s, traffic congestion has steadily grown on I-395. This situation mirrors regional traffic patterns which have seen an increase in congestion over the past 30 years.

There are 10 Metro buses that stop within a quarter mile of the Mark Center. These bus lines stop at either the Mark Center or the residential apartment complex to the north of the Mark Center. Individual tenants currently at the Mark Center have shuttles that transport their employees to the Metro or to other locations at lunchtime. These shuttles are privately run and are not be available to WHS employees.

This site is located approximately nine miles north of Fort Belvoir and approximately four miles southwest of the Pentagon.



Transportation Management Plan

The Final TMP for the Mark Center, a Commission recommendation in January 2010, includes a description of the existing conditions, a proposed modal split for employees, shuttles to Metrorail stations, a transit center, an employee transportation coordinator, improved sidewalks, bicycle parking and shower facilities, and roadway improvements. All of these are included in the TMP to demonstrate how the Army intends to meet the 1 parking space to 1.5 employee parking ratio included in the Comprehensive Plan despite being more than 4 miles from the nearest Metrorail station. The proposed parking ratio for the Mark Center is 1 parking space to 1.71 employees, slightly better than what is allowed in the Comprehensive Plan.

In this final TMP submitted to the Commission, the Army includes these two main goals:

1. *To achieve 40 percent or more non-single occupancy vehicle trips to the site in order to minimize traffic impacts on the neighboring community*
2. *To facilitate tenant mobility to the site by providing a viable transportation program in order to help employees choose appropriate commute methods for getting to Mark Center.*

Mode Split

As this is a new installation, the Army conducted an employee survey of existing WHS employees in August 2009 to help it anticipate which travel mode employees relocating to the Mark Center would use to get to work. After reviewing transportation impact analysis and the data from the survey the Army anticipates that the modal split for the site will be as follows:

Proposed Modal Split

Mode	Percentage
Single Occupancy Vehicle	57%
Transit (VRE/Metro/DoD Shuttle)	23%
Local Bus	5%
Car Pool	5%
Van Pool	3%
Slugging	3%
Walking	2%
Biking	2%

As the Mark Center is not Metrorail accessible, this will likely require the use of two modes of travel for most transit users which the Army expects will reduce the appeal of transit as a travel mode option.

The Army determined through the 2009 employee survey that over 100 employees will live within one mile of the Mark Center and over 500 live within two miles. According to recent Metropolitan Washington Council of Governments data, nearly four percent of Alexandria residents walk to work and a half percent bicycle to work. Since approximately 10 percent of the employees relocating to the Mark Center, the Army is anticipating that some of them will either walk or use a bicycle. The BRAC project also includes improvements to both sidewalks and crosswalks to improve the current conditions. There are 167 bicycle parking racks and 44 shower facilities included in the building design.

According to the TMP, slugging, or casual carpooling, is anticipated to account for three percent of the mode split because most sluggers will stop at the Pentagon. Since the Army is providing a shuttle between the Pentagon and the Mark Center with a 10 minute headway during peak times, it anticipates that some people will use this mode.

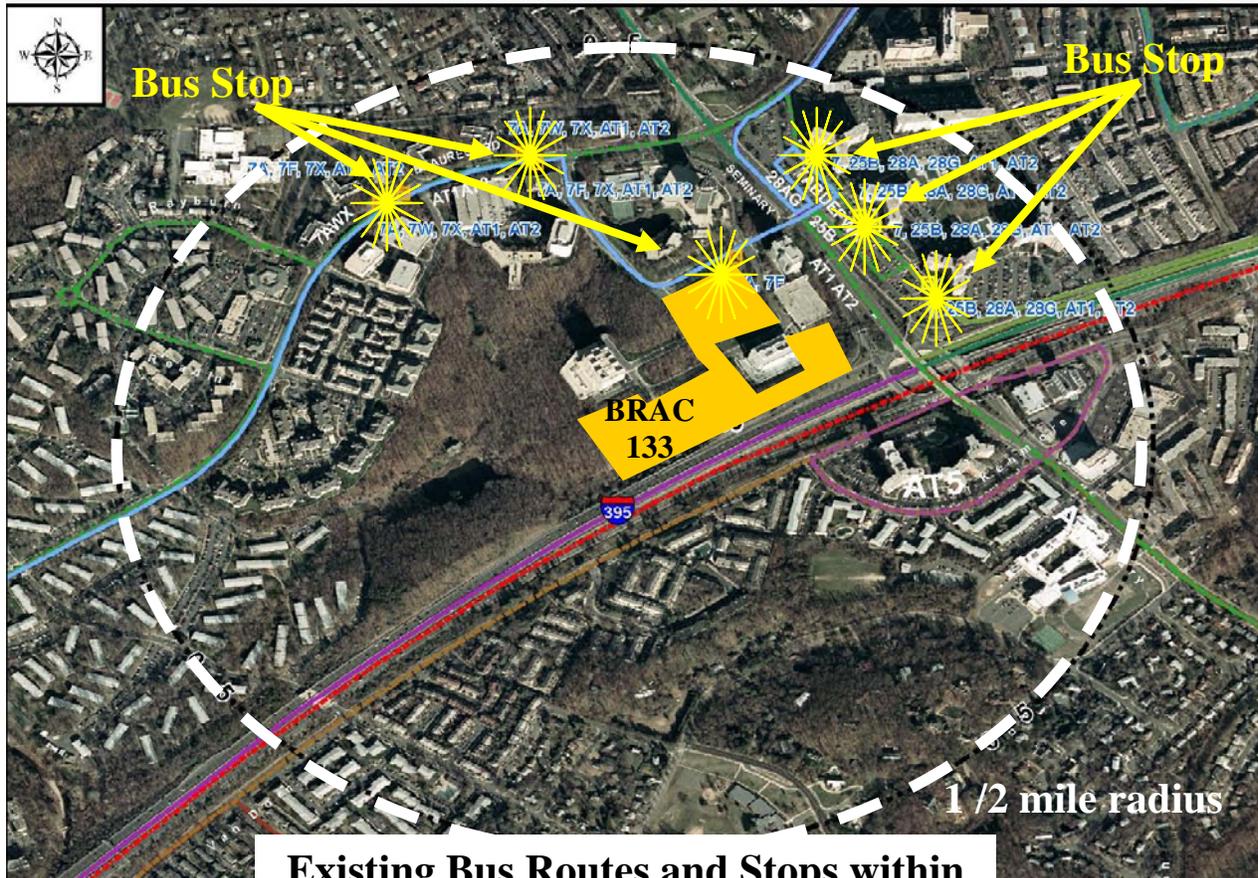
The Army has committed to monitoring how employees will arrive at this site and within six months of occupancy will develop a report and share it with the City of Alexandria. This report

is intended to be used as a guide to help it assess the success of its TMP strategies and adjust programs accordingly.

Transit

The only access to transit for WHS employees will be by bus or shuttle that will link to five nearby metro stations and terminate at the Mark Center Transportation Center located along the northern façade of the North Parking Garage. These stations are: Ballston, Duke Street, Franconia/Springfield, Pentagon, and West Falls Church. There are 10 Metro bus lines that either stop at the Mark Center or within a ½ mile radius. The Alexandria Transit Company operates two DASH bus service within a ¼ mile of the Mark Center. Finally, Quick’s commuter bus service out of Fredericksburg operates a commuter bus service that connects Fredericksburg and Stafford, Virginia to the Mark Center.

The Mark Center site is 4.2 miles from the nearest Metrorail station being served by the shuttles and nearly 8 miles from West Falls Church Metrorail station, the farthest station served by the shuttles.



**Existing Bus Routes and Stops within
1/2 mile of BRAC 133**

The image above shows the proximity of bus routes and stops to the Mark Center. The Army predicts that 23 percent of the employees will use transit to get to the site, however is developing

a shuttle system that will allow for nearly double that amount. This estimate is lower than the 30 percent of the current WHS employees that indicated in the 2009 survey that they currently use transit to commute to work. The Army expects a decrease in transit riders from the current situation given the nearly 4-mile distance to the King Street Metrorail Station and plans to address this decrease by providing frequent shuttles to and from nearby Metrorail stations.

Proposed Department of Defense Shuttle Service

In order to improve connectivity of the BRAC 133 site for Metrorail commuters, the Army is proposing to run shuttles to five nearby stations. Shuttles will operate on 10-minute headways between the peak hours of 5:30am and 7:30pm for all of the stations with the exception of West Falls Church metro station route which will operate on a 15-minute headway. On off-peak hours, the shuttles will operate between the Pentagon and the Mark Center with a 15-minute headway and between Franconia Springfield and the Mark Center with a 30-minute headway. The Army will provide different sized shuttles for each of the five routes with the largest, a 45 seat bus, operating between the Pentagon and the Mark Center site.

The Army projects that the shuttles could handle up to 47 percent of the employees relocating to BRAC 133, but initially anticipates only 23% of the employees using it.

Shuttle Routes and Frequency for BRAC 133

Route	Number of Seats per Bus	Number of Runs per Hour		Capacity		
		Peak	Off-Peak	AM Peak	PM Peak	Off-Peak
King Street Route	30	6	0	540	540	-
Pentagon Route	45	6	4	810	810	1,440
Ballston Route	35	6	0	630	630	-
West Falls Church Route	25	4	0	450	450	-
Franconia-Springfield Route	35	6	2	630	630	560
TOTAL				3,060	3,060	2,000

Source: WHS

Proposed Roadway Improvements

The Army proposes several roadway improvements for both internal and external roads around the Mark Center. These roadway improvements are as follows:

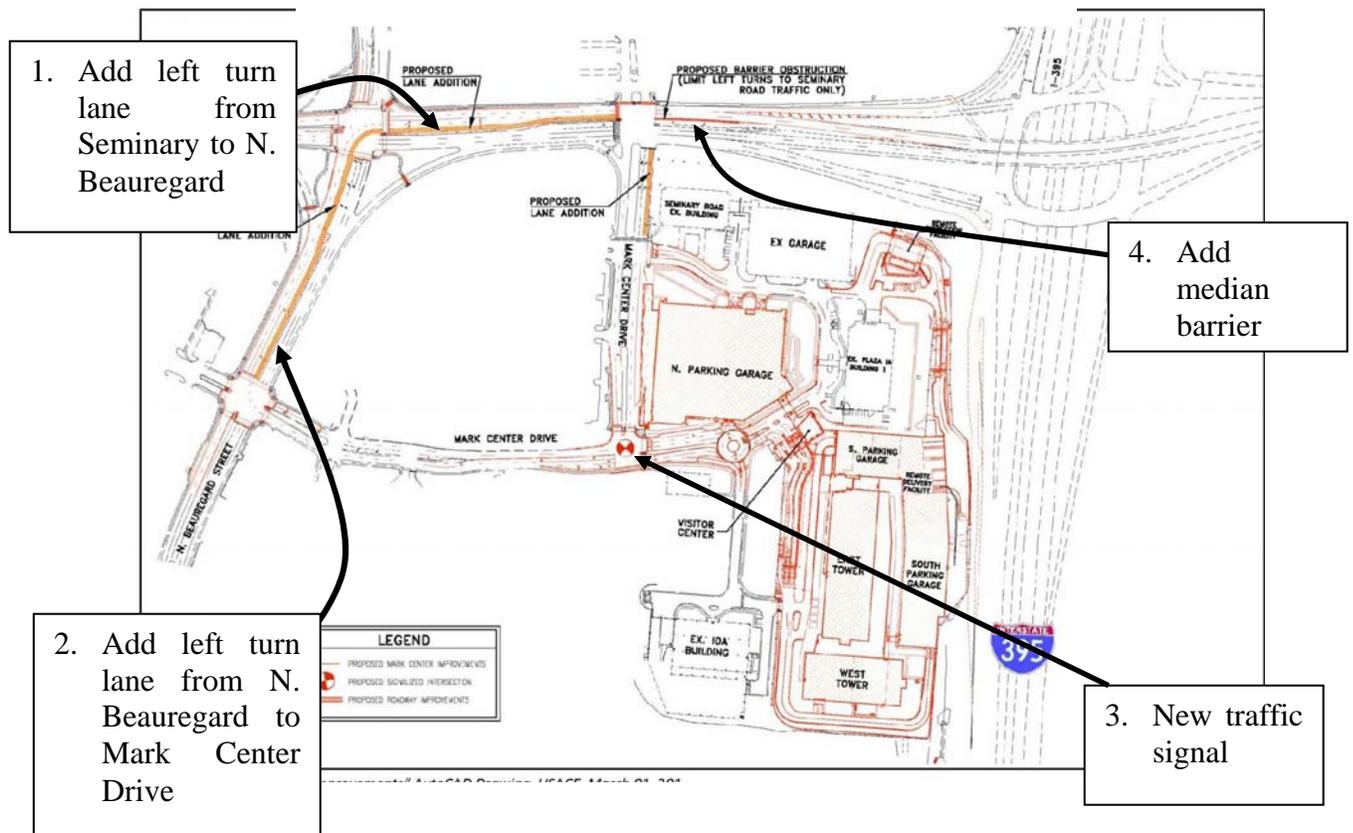
1. Construction of a third left turn lane from westbound Seminary Road to southbound North Beauregard Street.
2. Construction of a second southbound-to-eastbound left-turn lane at the North Beauregard Street and Mark Center Drive intersection.
3. Installation of a new traffic signal at the Mark Center Drive on-site intersection.
4. Installation of a physical barrier to prevent I-395 ramp traffic from accessing Mark center via the intersection of Seminary Road and Mark Center Drive. Traffic approaching the

site from Seminary Road or from Southern Towers will still be able to access the site from this location.

Two of these traffic improvements were identified as mitigation in the FONSI for the BRAC 133 EA to reduce traffic along N. Beauregard Street and Seminary Road and are currently under construction and are expected to be complete by September 2011. The other two roadway improvements, the new traffic signal and installation of the barrier on Seminary Road, were the result of extensive consultations between the City of Alexandria and the Army over the past eight months.

Despite these roadway improvements, the Army has identified several roadways near the Mark Center that will need further study because it is anticipated that the development will cause a decrease in the level of service. These projects are identified by the Army as longer-term solutions which include increasing the capacity of the I-395 off-ramps at Seminary Road, reducing turning movements to eliminate vehicle conflicts, and adjusting signal timing to facilitate vehicles entering the Mark Center site.

Roadway Improvements for BRAC 133



Finally, while a direct ramp connection between the Mark Center and I-395 is still possible, none of the proposed alternatives are being considered by VDOT as all of the alternatives for various reasons and therefore this ramp would likely not be constructed within the next ten years.

Monitoring

The Army has designated the employee transportation coordinator (ETC) as the person in charge of monitoring commuter access to the site. In addition, the ETC will be conducting surveys, developing maps for bicyclist and pedestrians, promoting alternative modes of commuting, and organizing events focused on commuting options. The Army has proposed a commuter survey six months after the building becomes operational and again a year after the building is operational. After the first year, commuter monitoring is to be conducted annually.

PROJECT ANALYSIS

Executive Summary

Staff finds that the applicant has submitted a comprehensive transportation management plan for the Mark Center and provides sufficient background to support the parking ratio of 1 parking space per 1.71 employees. This plan includes a 57-43 modal split, goals for improving transit ridership, transportation improvements to reduce some of the anticipated roadway congestion, an employee transportation coordinator and a transit center for consolidating transit alternatives. Therefore, staff recommends that the Commission **approve the final transportation management plan for the BRAC 133, Mark Center Development, as it demonstrates how the proposed modal split will be achieved.**

While the City of Alexandria staff identified many concerns during extensive consultations on the draft TMP over the past three months, Alexandria acknowledges that many of these concerns have been addressed in the final TMP that the Army submitted for Commission review. In discussion with Commission staff Alexandria identified a few concerns that remain including better use of existing public bus service by BRAC 133 employees, questions on slug mode split and transit mode split, and more emphasis in the TMP on LocalMotion, Alexandria's transportation demand management program.

Staff met with both the City of Alexandria and Army staff within the past two weeks and discussed the city's concerns and the Army's responses. Staff finds that several of these concerns, particularly the mode splits, will not be fully understood until after the building has been occupied. However given the existing roadway congestion, staff suggests more frequent review of the TMP than the semiannual review recommended by the Army in the TMP. Therefore, staff recommends that the Commission **require that the Department of the Army to submit quarterly reports in conjunction with meetings with Commission staff and the City of Alexandria for the first year of operation in order to determine if alterations to the TMP are necessary.**

Bus routes or Shuttles

Given that 10 bus routes are within a ½ mile of the Mark Center, the City of Alexandria stated its preference that the Army meets with the transit providers to better utilize the existing bus routes before deciding to provide shuttles for federal employees.

The Army has been meeting with transit providers to determine if they would consider route changes to allow Metrobus and others to stop at the transit center that the Army is building at the Mark Center. Since these discussions began recently, the Army notes that more time is needed in order to determine if an agreement is possible on the new routes and stops. Staff supports this and recommends that the Commission **require that the Department of the Army submit an update to the Commission and the City of Alexandria on the progress of the discussion between the bus providers and the Army within six months.**

Modal Splits

The Army utilized a variety of sources including a survey it conducted in August 2009, and Metropolitan Washington Council of Governments (MWCOG) commuting data to determine the proposed modal split for the Mark Center development in the final TMP. While the City of Alexandria generally agreed with the proposed modal split, it questioned two of the mode splits included in the list, specifically the transit mode share was listed at 23 percent and slugging mode share was listed at 3 percent.

Alexandria expected the transit mode share to be no more than 20 percent, not 23 percent. A reduction in this mode share can translate into an increase in the single occupancy vehicle mode share. The Army stated that the transit mode share was derived by using the existing transit mode share for WHS employees, which is 30 percent because most of them are located in Crystal City near the Metrorail station. The Army also factored in the frequent shuttle service, with 10 to 15 minute headways and the fact that a number of employees already use transit in determining that 23 percent is a likely mode share for the Mark Center site. In addition, the Army states that the 23 percent represents more than Metrorail riders as VRE commuters are also included in this count.

Regarding the slugging mode share, the City of Alexandria staff expected a lower percentage, possibly one percent. Alexandria staff did not expect people who use the I-395 HOV (high-occupancy vehicle) lane in the morning would pass by their destination, the Mark Center, to get off at the Pentagon and then board a shuttle south to arrive at Mark Center. The Army stated in its response that a 2008 study on slugging indicated that 65 percent of sluggers traveled to work 10 to 30 minutes beyond their dropping-off point. In addition, the Army notes that many WHS employees lived in Prince William, Fairfax County, Stafford County and Fredericksburg where a greater number of the slugging population lives.

While staff is in agreement that both the transit and slugging percentages may be high, the Army could reduce these to 20 percent and one percent, respectively, and still be in conformance with the Comprehensive Plan parking ratio for the installation.

Proposed Modal Split

Mode	Percentage
Single Occupancy Vehicle	57%
Transit (VRE/Metro/DoD Shuttle)	23%
Local Bus	5%
Car Pool	5%
Van Pool	3%
Slugging	3%
Walking	2%
Biking	2%

Legislation

One major factor that was acknowledged but not directly studied in the TMP, was an amendment to Fiscal Year 2011 Defense Authorization Budget submitted by Congressman James Moran. This amendment limited the amount of parking at the Mark Center to 1,000 spaces until the Army can show that several intersections in close proximity to the Mark Center will not cause a reduction in the current level of service. Staff has raised this issue with the Army and it acknowledges that changes to the TMP will be necessary if the bill is approved by Congress and becomes a law.

This legislation has been approved by the U.S. House of Representatives earlier in the summer, and has been sent to the U.S. Senate for approval. As it is unclear if this amendment will remain in the bill, staff recommends that the Commission **note that if the Fiscal Year 2011 Defense Authorization Budget becomes law, and includes the amendment introduced by Congressman James Moran, then a new transportation management plan is necessary to understand how the Army will address the legislation's provisions that (1) limit the parking space to 1,000 spaces and (2) demonstrate how the Army will maintain the current level of service for the adjacent roadways and intersections.**

CONFORMANCE

Comprehensive Plan for the National Capital

The final TMP Commission is generally consistent with the Comprehensive Plan for the National Capital. This TMP supports the Comprehensive Plan policy for federal installations in the environs by meeting the parking ratio of 1 space per 1.5 employees. The parking ratio for the proposed building will be 1 space per 1.71 employees.

Relevant Federal Facility Master Plan

A master plan for Fort Belvoir is presently underway which has incorporated the WHS project area into that plan. An area development guide for Mark Center was provided to the Commission and demonstrated urban form and land use compatibility with the city's planning

goal for this area. The Army anticipates that the Fort Belvoir master plan will be submitted to NCPC sometime in 2011.

CONSULTATION

Referral to relevant local planning agencies

The Army forwarded a draft of the transportation management plan the City of Alexandria staff in June 2010. The Army and Washington Headquarters Services (WHS) have been consulting extensively with the City to address the major concerns that arose with the release of the draft TMP for BRAC-133 on June 2, 2010. In addition to cooperative discussions with the City's BRAC-133 Advisory Group, Army and WHS participated in an ad hoc committee, which also included City staff and citizen representation from the BRAC-133 Advisory Group. The ad hoc committee met several times to discuss specific concerns from the draft TMP, and agreed to several major changes that greatly improved the TMP and lessened the impact of BRAC-133 on the citizens of Alexandria.

Staff met with the City of Alexandria on July 20, 2010 to discuss the TMP and determine which issues were still unresolved. The City of Alexandria submitted the few unresolved issues which are outlined in the letter (Attachment 2) dated August 24, 2010 from Alexandria Mayor Euille to the Commission.

Addition concerns raised by the City of Alexandria in the Mayor's letter include the need for a memorandum of agreement on how the transportation management plan can be amended in the future, the Army's use of LocalMotion and the possible use of police in controlling traffic during peak hours. Given the amount traffic and the current congestion on the roads surrounding the Mark Center, staff understands that the City of Alexandria's concerns should be addressed by the Army. Therefore, staff recommends that the Commission **request that the Department of the Army, as identified in the letter from the Alexandria Mayor to the Commission dated August 24, 2010, consider the use of police officers at key intersections for the first year of operation; explore how Alexandria's transportation demand management program, LocalMotion, can be used to reduce single occupancy vehicle trips; and develop a process to update the TMP in the future.**

ATTACHMENT 1

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1 **Subtitle B—Other Matters**
2 **SEC. 2711. TRANSPORTATION PLAN FOR BRAC 133 PROJECT**
3 **UNDER FORT BELVOIR, VIRGINIA, BRAC INI-**
4 **TIATIVE.**

5 (a) **LIMITATION ON PROJECT IMPLEMENTATION.—**
6 The Secretary of the Army may not take beneficial occu-
7 pany of more than 1,000 parking spaces provided by the
8 combination spaces provided by the BRAC 133 project
9 and the lease of spaces in the immediate vicinity of the
10 BRAC 133 project until both of the following occur:

11 (1) The Secretary submits to the congressional
12 defense committees a viable transportation plan for
13 the BRAC 133 project.

14 (2) The Secretary certifies to the congressional
15 defense committees that construction has been com-
16 pleted to provide adequate ingress to and egress
17 from the business park at which the BRAC 133
18 project is located.

19 (b) **VIABILITY OF TRANSPORTATION PLAN.—**To be
20 considered a viable transportation plan under subsection
21 (a)(1), the transportation plan must provide for the in-
22 gress and egress of all personnel to and from the BRAC
23 133 project site without further reducing the level of serv-
24 ice at the following six intersections:

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1 (1) The intersection of Beauregard Street and
2 Mark Center Drive.

3 (2) The intersection of Beauregard Street and
4 Seminary Road.

5 (3) The intersection of Seminary Road and
6 Mark Center Drive.

7 (4) The intersection of Seminary Road and the
8 northbound entrance-ramp to I-395.

9 (5) The intersection of Seminary Road and the
10 northbound exit-ramp from I-395.

11 (6) The intersection of Seminary Road and the
12 southbound exit-ramp from I-395.

13 (e) INSPECTOR GENERAL REPORT.—Not later than
14 September 30, 2011, the Inspector General of the Depart-
15 ment of Defense shall submit to the congressional defense
16 committees a report evaluating the sufficiency and coordi-
17 nation conducted in completing the requisite environ-
18 mental studies associated with the site selection of the
19 BRAC 133 project pursuant to the National Environ-
20 mental Policy Act of 1969 (42 U.S.C. 4321 et seq.). The
21 Inspector General shall give specific attention to the trans-
22 portation determinations associated with the BRAC 133
23 project and review and provide comment on the Secretary
24 of Army's transportation plan and adherence to the limita-
25 tions imposed by subsection (a).

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1 (d) DEFINITIONS.—In this section:

2 (1) BRAC 133 PROJECT.—The term “BRAC
3 133 project” refers to the proposed office complex to
4 be developed at an established mixed-use business
5 park in Alexandria, Virginia, to implement rec-
6 ommendation 133 of the Defense Base Closure and
7 Realignment Commission contained in the report of
8 the Commission transmitted to Congress on Sep-
9 tember 15, 2005, under section 2903(e) of the De-
10 fense Base Closure and Realignment Act of 1990
11 (part A of title XXIX of Public Law 101–510; 10
12 U.S.C. 2687 note).

13 (2) LEVEL OF SERVICE.—The term “level of
14 service” has the meaning given that term in the
15 most-recent Highway Capacity Manual of the Trans-
16 portation Research Board.

ATTACHMENT 2

William L. Euille
Mayor

City of Alexandria, Virginia
301 King Street, Suite 2300
Alexandria, Virginia 22314



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August 24, 2010

L. Preston Bryant, Jr., Chairman
National Capital Planning Commission (NCPC)
401 9th Street N.W., Suite 500
Washington, D.C. 20004

Dear Mr. Bryant:

Summary

This letter summarizes the primary comments from the City of Alexandria (City) with respect to the BRAC-133 Transportation Management Plan (TMP) prepared by the United States Army Corps of Engineers (USACE) and the Washington Headquarters Services (WHS). The Army has addressed most of the City comments on the Draft TMP. However, the primary issues that still need to be resolved and for which NCPC's support is requested are listed below.

- The City would like to see more of the public transit termini located at the BRAC-133 transit center.
- The City feels that the BRAC-133 Transportation Demand Management program should be strongly linked to the City's established TDM program, LocalMotion.
- The City would like to continue working with USACE, WHS and transit providers to explore ways to provide service from surrounding Metro stations through enhanced transit services rather than through the use of private shuttles.
- The City would like USACE and WHS to agree on the development of a Memorandum of Understanding to provide assurance to the City that future amendments to the plan would only be implemented with the specific consent from the City.
- The City of Alexandria would like to see included in the TMP a section describing the use of police traffic control during peak periods, funded by USACE and WHS, for at least one year to help enhance traffic operations in the vicinity of the site.

Background

The United States Army Corps of Engineers (USACE) and Washington Headquarters Services (WHS) have developed a Transportation Management Plan for the BRAC-133 facility to reduce the impacts on nearby transportation facilities and to facilitate tenant mobility to the site. The BRAC-133 facility is located adjacent to I-395 in the vicinity of the Seminary Road interchange. The goals of the TMP are to achieve 40 percent or more Non-Single Occupant Vehicle trips and to provide a viable transportation program to help employees choose appropriate commute methods.

"Home Town of George Washington and Robert E. Lee"

L. Preston Bryant, Jr. chairman
National Capital Planning Commission
August 24, 2010
Page 2

Draft Transportation Management Plan

USACE and WHS submitted a Draft TMP in June 2010. City of Alexandria representatives have been working with USACE and WHS representatives to address several major concerns that arose with the release of the Draft TMP for BRAC-133. In light of these concerns, USACE and WHS agreed to join in targeted discussions with the City and stakeholders to try to approach joint resolution on the issues. In addition to participating in meetings with the City's BRAC-133 Advisory Group, USACE and WHS participated in separate meetings with City staff and in cooperative discussions with an ad hoc committee, which also included Alexandria Vice Mayor Kerry Donley, City staff, and citizen representation from the City's BRAC-133 Advisory Group. The ad hoc committee met several times to discuss specific concerns from the draft TMP, and reached agreement on several major issues, which resulted in changes that greatly improve the TMP, and lessen the negative impacts of BRAC-133 on the citizens of Alexandria.

City staff and members of the BRAC-133 Advisory Group identified major concerns in the Draft BRAC-133 TMP to be further explored with the inception of the ad hoc committee. These major concerns were identified as: overall lack of specificity throughout the document; disregard of strategies and measures that had been previously recommended by City staff; lack of inclusion of a complete shuttle plan; absence of a commitment to implementation of enhanced transit to the site; lack of inclusion of a funding plan; absence of the validity of transportation assumptions; deficiency of on-going alternative transportation outreach; and lack of consideration of the Moran amendment to the Fiscal Year 2011 Defense Authorization Bill.

Enhancements to the Draft Transportation Management Plan

During several meetings with the ad hoc committee, USACE and WHS agreed to make several major adjustments to the BRAC-133 TMP to address these areas of concern. Main enhancements to the TMP that were solidified in the ad hoc committee meetings were: the agreement to provide shuttle service to additional transit stations such as the Franconia/Springfield Metrorail Station; clarification of the employment of a full time transportation coordinator to serve BRAC-133 employees and assist in the identification of alternate modes of transportation; exploration of improving transit service options to provide enhanced transit service to Metrorail stations; and inclusion of a complete shuttle plan. The addition of these elements provided a great improvement to the BRAC-133 TMP and resulted in a much more comprehensive and implementable plan.

In addition to the inclusion of these adjustments, the final BRAC-133 TMP also contained enhanced descriptions of specific assumptions and clarifications of previously ambiguous statements. It is also noted that the final document includes a brief reference to the Moran amendment and the effect that passage of the amendment would have on the BRAC-133 TMP. The final plan also indicates that funding for the TMP has been programmed, which helps provide assurance that the plan can be implemented.

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City Comments on Final Transportation Management Plan

However, the City has a few remaining concerns that it feels needs to be addressed in the final TMP for BRAC-133. One of these concerns continues to be the comprehensive treatment of transit options around the Mark Center site. While the final BRAC-133 TMP accurately denotes which transit routes provide service terminating on the Mark Center site, and which routes provide service to nearby locations, the City would like to see more of the transit termini located at the Transportation Center on the BRAC-133 site to further encourage employees to fully utilize public transit options. USACE/WHS and City staff continue to meet with transit service providers to further explore how transit services can be enhanced to provide direct service to the Mark Center site.

Another concern is the importance of enhancing the recognition of alternative modes of transportation to encourage BRAC-133 employees to try non-vehicular commuting methods. The City feels that the BRAC-133 Transportation Demand Management (TDM) program should be strongly linked to the City's established TDM program, LocalMotion. This is especially important due to the removal of the "Alternative Commute Incentive Program" that USACE/WHS had included as part of the TDM program in the draft document. LocalMotion may provide additional incentives that are no longer planned by USACE/WHS for employees commuting to the site via alternative modes of transportation.

In addition, the City of Alexandria would like to see included in the TMP a section describing the use of police traffic control during peak periods for at least one year to help improve traffic operations in the vicinity of the BRAC-133 facility. The TMP should indicate that the cost of the police traffic control will be the responsibility of USACE and WHS. While the specific locations of the police officers will need to be assessed in the field, based on the traffic analyses conducted to date it is anticipated that police control officers will be needed at the following intersections:

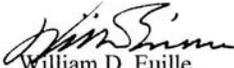
1. North Beauregard Street/Mark Center Drive
2. Seminary Road/North Beauregard Street
3. Seminary Road/Mark Center Drive
4. I-395 NB On-ramp/Seminary Road
5. I-395 SB Off-ramp/Seminary Road
6. I-395 NB Off-ramp/Seminary Road

City of Alexandria staff provided NCPC staff with detailed technical comments on the Final TMP to assist NCPC staff in the review of the document. The primary concerns noted in these comments are described in the paragraphs above. The City of Alexandria expects that the comments on the Final TMP, included in Appendix A, will be properly addressed to enhance the implementation of the Transportation Management Plan.

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The City is pleased with the progress that has been made to enhance the BRAC-133 TMP since its draft release in early June. Much work has been done by dedicated staff, USACE, WHS, and the BRAC-133 Ad Hoc Committee to improve the document, the result of which will have a measurable effect on the lives of those living in, working in, and visiting the City of Alexandria. The City looks forward to continuing to work with USACE and WHS to ensure the production of a comprehensive, feasible, and attainable Transportation Management Plan for the BRAC-133 site.

Sincerely,


William D. Euille
Mayor

Enclosure

cc: The Honorable Members of City Council
James K. Hartmann, City Manager
James Banks, City Attorney
Mark Jinks, Deputy City Manager
Michele Evans, Deputy City Manager
Richard J. Baier, Director, T&ES
Abraham Lerner, Deputy Director, T&ES
BRAC-133 Advisory Group
