STAFF RECOMMENDATION

E. Keller

NCPC File No. 6903

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

Mark Center Drive at Seminary Road
Alexandria, Virginia

Submitted by the Department of the Army

January 29, 2009

Abstract

The Army has submitted the location, final foundation plans, and concept site and building plans for the development of three structures to relocate approximately 6,409 personnel of the Washington Headquarters Services (WHS) and support components from Crystal City and nearby areas to a 15.9 acre tract of land at Mark Center in Alexandria, VA. The purpose of the project is to provide administrative space for the units, agencies, and activities of the WHS. This proposal is a Base Realignment and Closure Act (BRAC) project that is required to be completed by 2011.

Commission Action Requested by Applicant

Approval of location, concept design, and final foundation plans, pursuant to 40 U.S.C. § 8722(b)(1) and 40 U.S.C. § 8722(c)(1).

Executive Director's Recommendation

The Commission:

Approves the location, and the preliminary and final building foundation plans for the West and East Tower buildings of the BRAC 133 Project for the Washington Headquarters Services, as shown on NCPC Map File No. 2503.00(61.10)42680, and

Comments Favorably on the concept site and building plans for the Washington Headquarters Services, and

Recommends that in the continued development of the building and site design, the applicant:

- 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 the 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.

* * *

PROJECT DESCRIPTION

Site

This proposal is a BRAC action decision instituted by the Army in 2007. Subsequent to the Army decision to separate the Washington Headquarters Services (WHS) relocation from consolidation of Army activities at the Engineering Proving Ground of Fort Belvoir, the Army selected a 15.9 acre site that is a portion of an existing office park for the WHS after an extensive review of three possible Northern Virginia locations, and completion of the Army's National Environmental Policy Act review of those, in September 2008.

The selected site is located at the southwest quadrant of the intersection of Seminary Road and Interstate Route 395 (I-395) (Shirley Highway) in the City of Alexandria, VA. It is a portion of an existing office building complex of approximately 35 acres that has conformed to a City approved master plan for development, called Mark Center. Mark Center is a Class A office campus developed to preserve green space within an office building environment. Mark Center's focus is dense vertical office space, minimizing its footprint, and thus preserving more land for open space. 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.

A land use modification is proposed for the Army property; with the parcel owned by the Department of the Army. The WHS campus would be operated under the control of the Fort Belvoir Army Garrison at Fort Belvoir, Virginia.

Background

Recommendation 133 of the 2005 Defense Base Closure and Realignment (BRAC) Commission, made in conformance with the provisions of the Base Closure and Realignment Act of 1990 (Public Law 101-510 as amended), required the relocation of elements identified under the recommendation, which included miscellaneous Department of Defense, Defense Agency, and

Field Activities currently located in leased facilities within the National Capital Region (NCR), to Fort Belvoir, Virginia.

Three sites were considered as alternatives for the proposed action and were evaluated. These alternatives were acquisition, construction, and operation of administrative facilities at a warehouse site owned by the GSA in Springfield; acquisition, construction, and operation of administrative facilities at a privately owned office complex on Eisenhower Avenue in Alexandria, Virginia, called the Victory Center; and acquisition, construction, and operation of administrative facilities at a privately owned office complex on Seminary Road in Alexandria, called Mark Center.

In October 2008 the Deputy Assistant Secretary of the Army found the Mark Center location the most reasonable location for the project based on the best value to the federal government, and, in consideration of project costs and schedule.

Proposal

The Army proposes to relocate the 6,409 personnel under BRAC 133 from various leased offices throughout Northern Virginia into Army-owned space. The action would eliminate the use of approximately 1,850,000 square feet of leased administrative space within the NCR and relocate personnel and functions to Fort Belvoir Garrison controlled property.

EXISTING MARK CENTER VIEW OF PROPOSED ARMY BRAC 133 SITE

The Army selected site is a portion of an existing office park, and is organized into three interconnected areas: North Campus; South Campus; and Remote Inspection Facility (RIF) Corridor. A land use modification is identified for the 15.9 acre Army property, and a location plat for the property is submitted for approval by NCPC pursuant to the Planning Act, 40 U.S.C. § 8722(c)(1) in accordance with the requirement that general plans showing the location, character and extent of, and intensity of use for projects involving the acquisition of land shall be submitted to the Commission.

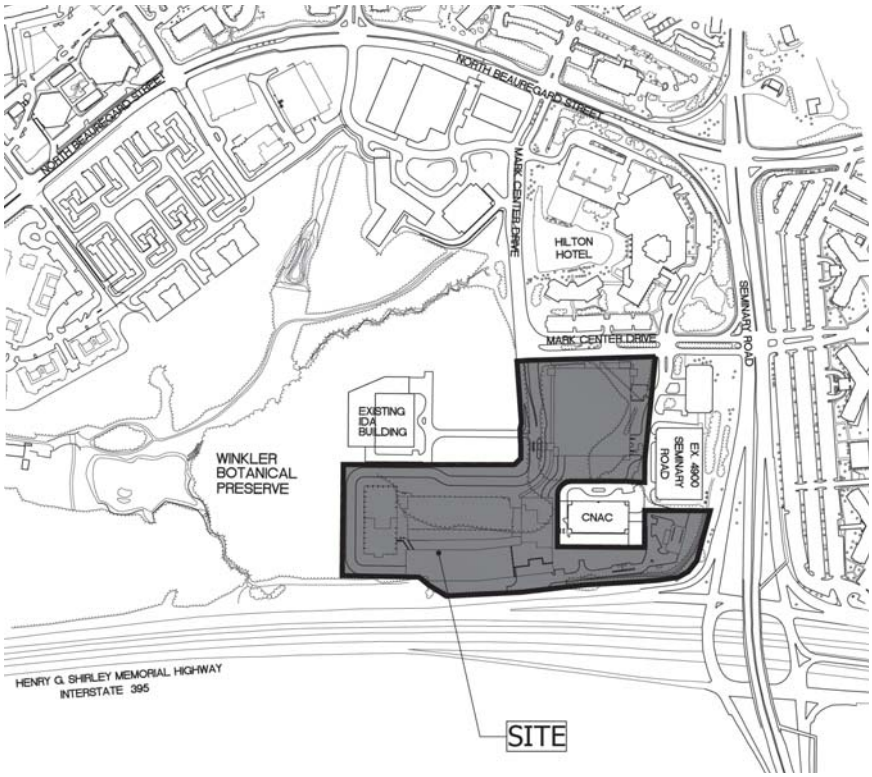
The South Campus, the largest area of the site, accommodates an office tower complex. The West and East Towers have been designed as fifteen (15) stories and seventeen (17) stories respectively. The office towers are arranged in a "T" configuration. The South Campus also includes a parking garage for 1,854 parking spaces on nine levels located adjacent to the East Tower at its south side near I-395 (Shirley Highway).

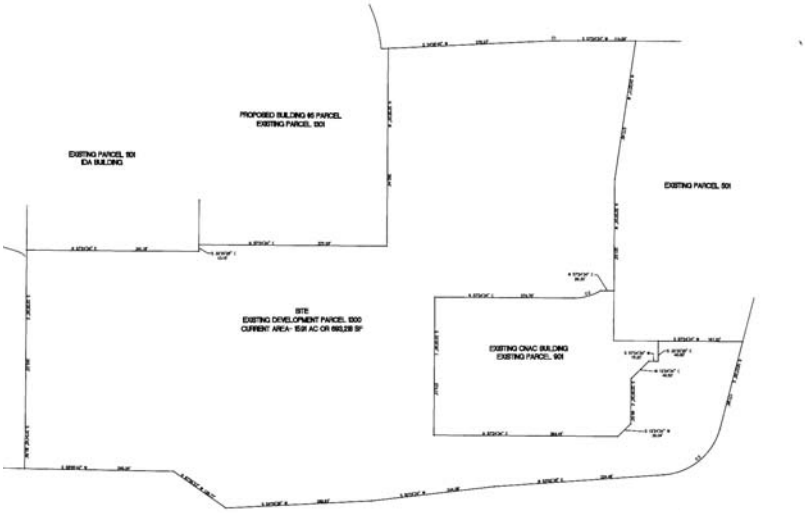
The North Campus area functions as the transportation centerpiece, connecting the campus through security portals to the surrounding street grid and the multiple existing internal private roads at Mark Center campus. The North Campus area has two primary entrance roads for personal and official (cleared) vehicles. A gate on the west side provides direct access to and from North Beauregard Street by way of the western loop of Mark Center Drive. Located between the gated drives is the North Parking Garage, which contains parking for 2,044 spaces on seven levels. The proposed Army project parking conforms to the NCPC specified goals for employee parking exhibiting a parking ratio of one employee parking space for 1.65 employees, and is 936 spaces less than the spaces contemplated in the City approved Mark Center master plan. Adjoining the north face of the North Parking Garage, across the entire frontage of Mark Center Drive between the two campus access points, is the Visitor Center and Transportation Center. The Transportation Center provides passenger waiting area and space for six arrival/departure bus bays, which can be utilized for Metro Bus, DASH, Pentagon City Shuttles, Kiss & Ride, slugging, and car pooling. For protection during inclement weather, covered pedestrian access is provided from the arrival/departure bus bays all the way to the office towers. A Transportation Management Plan (TMP) further identifies specifics of transit usage by the WHS personnel and connections to public transit service that will occur at the Transportation Center.

REGIONAL LOCATION

At the east side of the south campus building is the RIF Corridor. This piece of land that stretches around the south and east sides of 4825 Mark Center Drive is the location for the RIF with a dedicated link to the Remote Delivery Facility (RDF) planned for corner of the south campus parking garage. The project is able to provide security protocol for Department of Defense that is currently being utilized for deliveries at the Pentagon. Truck inspection takes place 600 feet from the closest WHS office tower. The secure access lane, where deliveries are either accepted or rejected, takes place 560 feet from the closest WHS office tower. Once allowed on campus, vehicles enter through a complete security scan at the RIF location. If problems occur during the scan, the vehicle can be routed to exit the campus.

BRAC 133 PROJECT SITE CONFIGURATION AND LOCATION CONTEXT

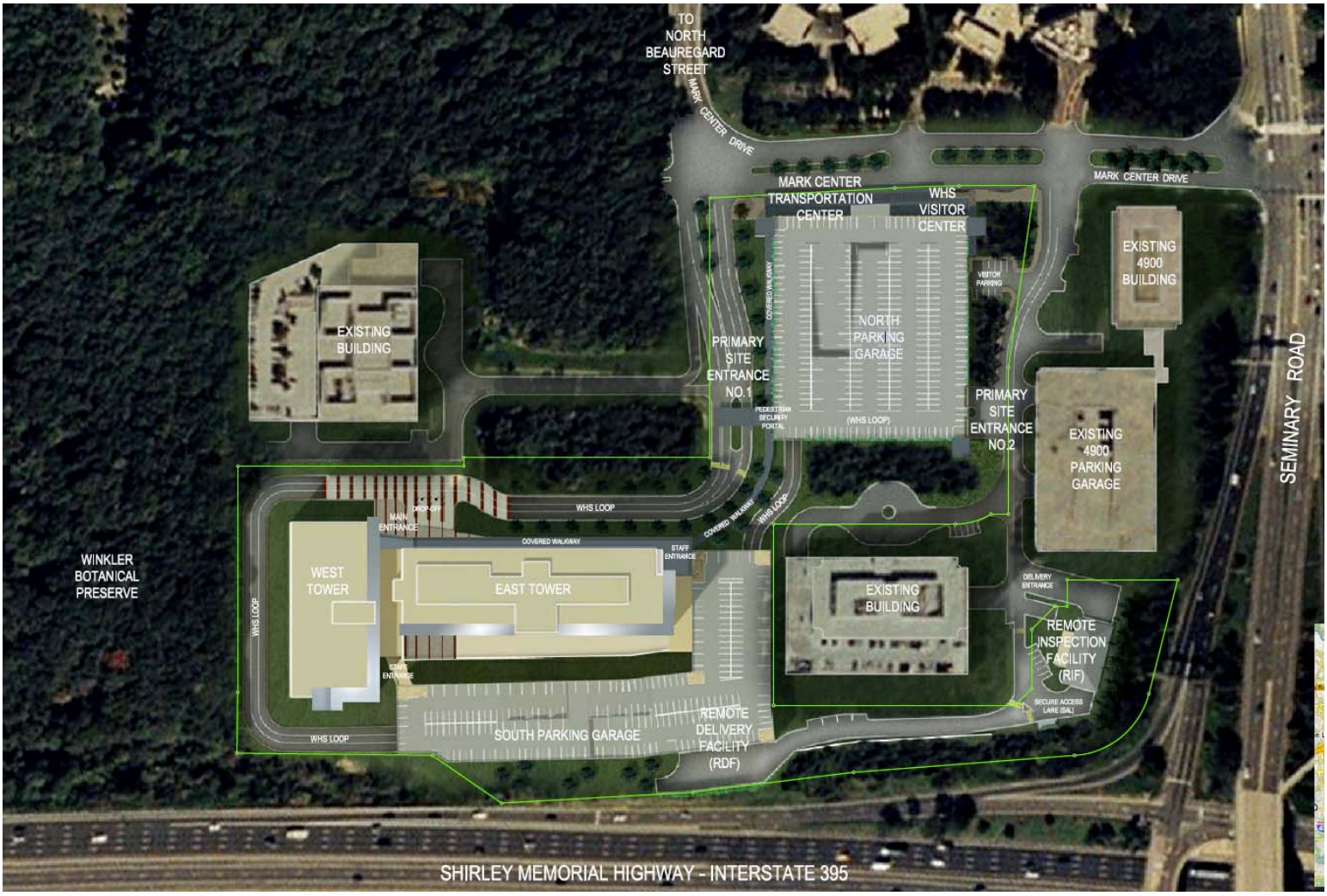




BRAC 133 PROJECT PLAT PLAN

The submission includes the identification of a land use modification and property boundaries, pursuant to the Commission's requirement, specifying the acquisition of the 15.9 acres as federal property. Also provided are the preliminary and final building foundation plans for NCPC review. As the BRAC effort is behind schedule and is a design/build undertaking, the applicant requests approval of the foundation construction of the West and East Towers to meet the project occupancy deadline of 2011.

The project area will be administered by the Fort Belvoir Garrison and will be incorporated into the Post's updated master plan which is currently being developed by the Army. The master plan will be submitted to NCPC in mid to late 2009. The anticipated land use will be identified as professional/institutional for essentially all of the 15.9 acres and will contain a total of 1.7 million gross square feet federal building space.



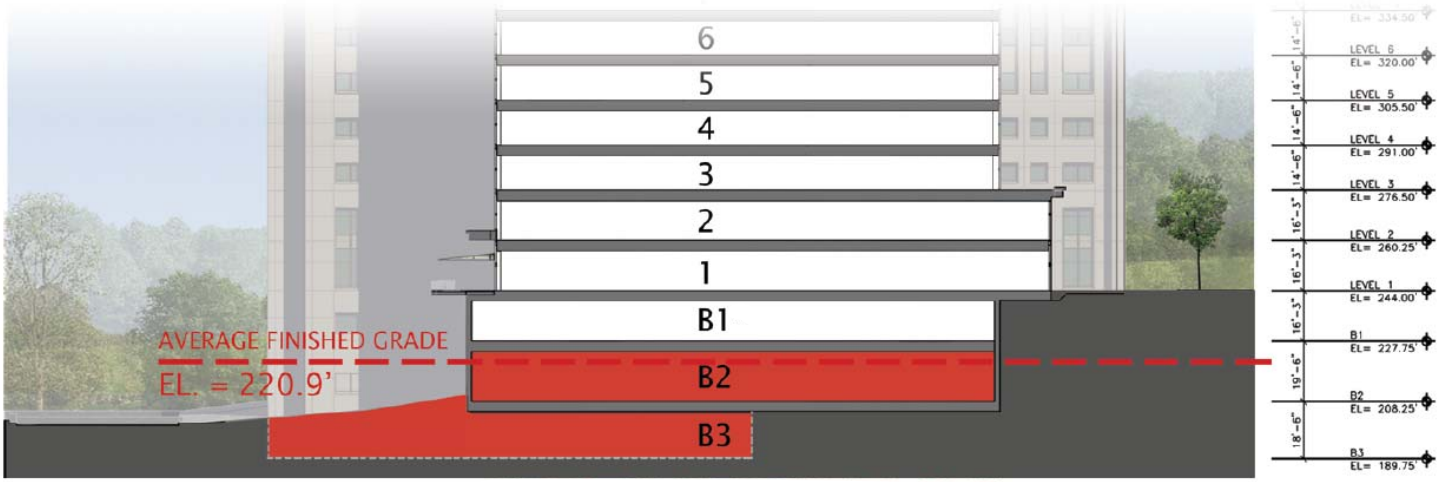
BRAC 133, WASHINGTON HEADQUARTERS SERVICES (WHS)
CONCEPT SITE PLAN

BRAC 133, WASHINGTON HEADQUARTERS SERVICES (WHS) CONCEPT LANDSCAPE AND SITE ELEMENTS PLAN

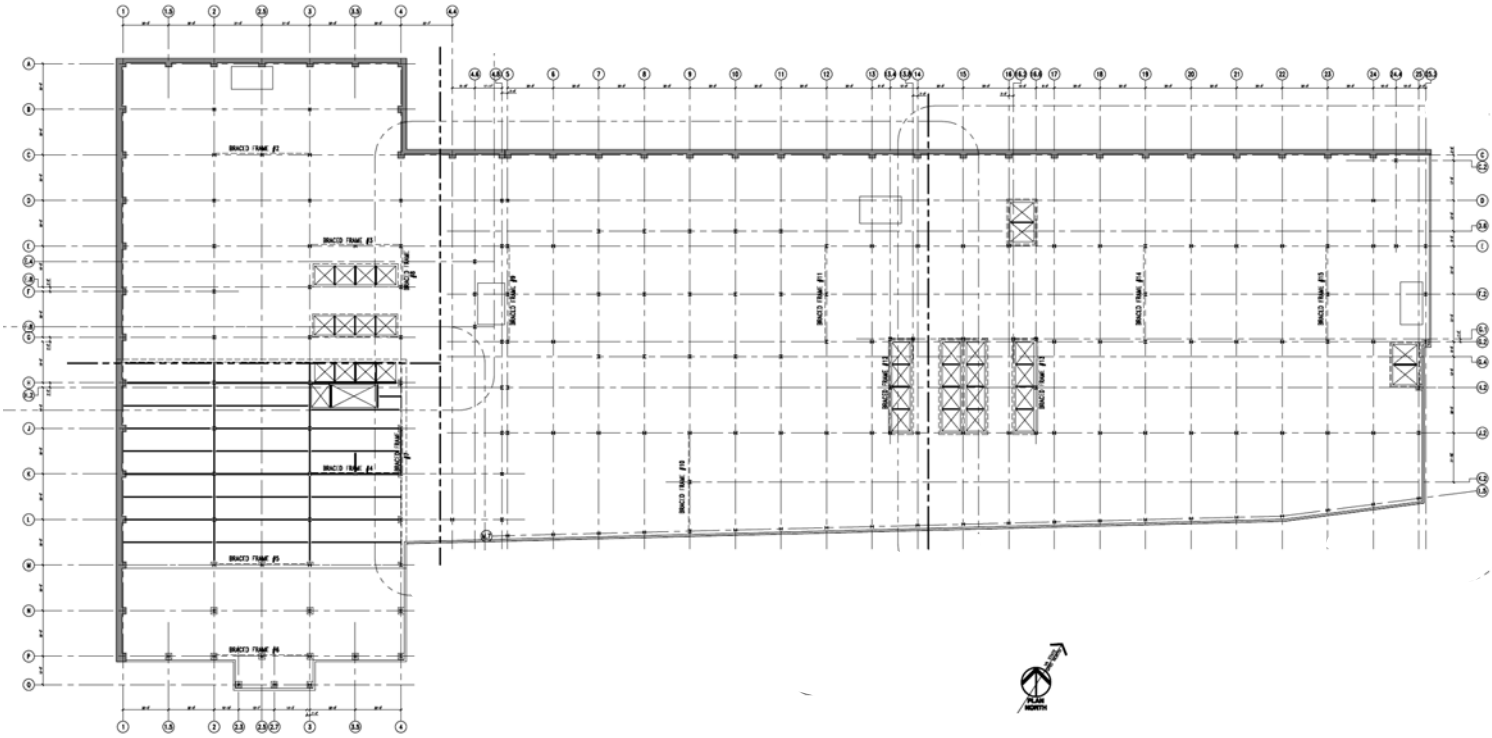
The final building foundation plans are based on the design parameters provided in the subsurface investigation report develop by project consultants and utilized by the project team, dated December 23, 2008. The building foundation system consists of a series of shallow spread footing foundations. The wall designs assume adequate drainage will be provided behind the walls to avoid any build-up of hydrostatic pressures.

Basic foundation design parameters are:

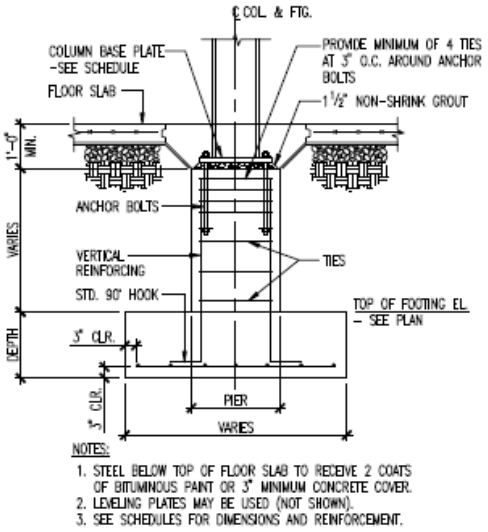
Soil allowable bearing pressure 4 ksf to 7 ksf (kips per square foot) -- (measure of pressure or stress--a **kip** is a unit of mass that equals 1,000 pounds)
Lateral Equivalent Fluid Pressure (active)..... 42 pcf (pounds per cubic foot)
Lateral Equivalent Fluid Pressure (at-rest)..... 63 pcf
Lateral Equivalent Fluid Pressure (passive)..... 375 pcf
Seismic Site Classification D
Coefficient of Sliding Friction 0.35



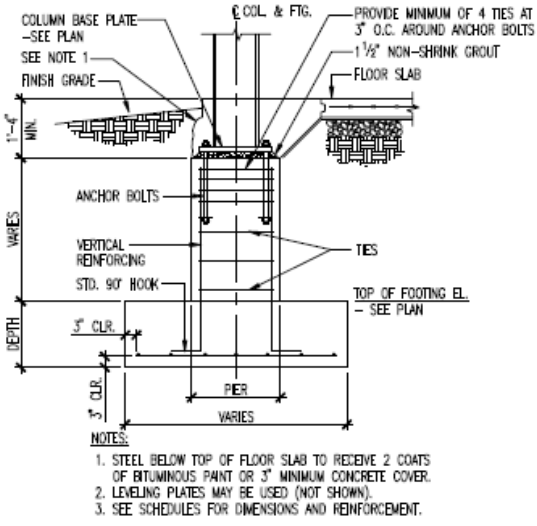
EXTENT OF FOUNDATION DESIGN AND EXCAVATION FOR WEST AND EAST TOWER BUILDINGS AS VIEWED IN SECTION



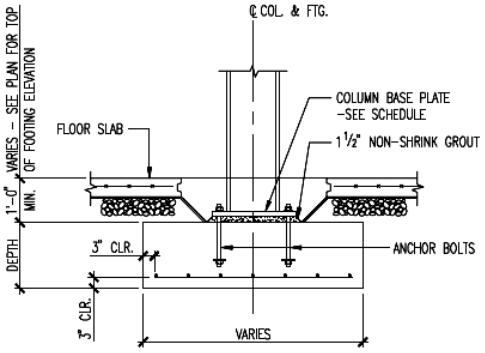
WEST AND EAST BUILDING TOWER FOUNDATION PLAN



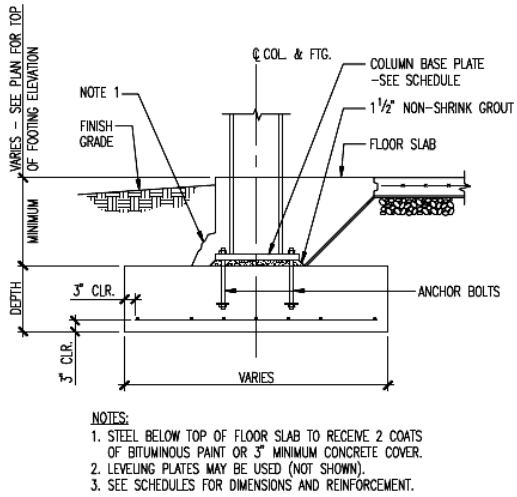
INTERIOR COLUMN FOOTING WITH PIER (STEEL COLUMN) ½"=1'-0"



EXTERIOR COLUMN FOOTING WITH PIER (STEEL COLUMN) ½"=1'-0"

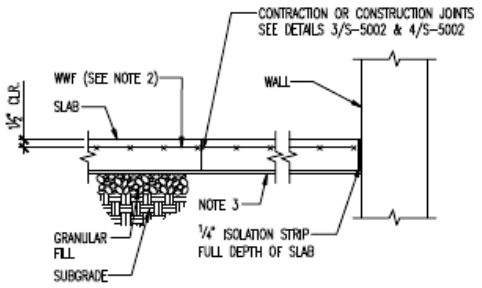


INTERIOR COLUMN FOOTING (STEEL COLUMN) ½"=1'-0"



EXTERIOR COLUMN FOOTING (STEEL COLUMN) ½"=1'-0"

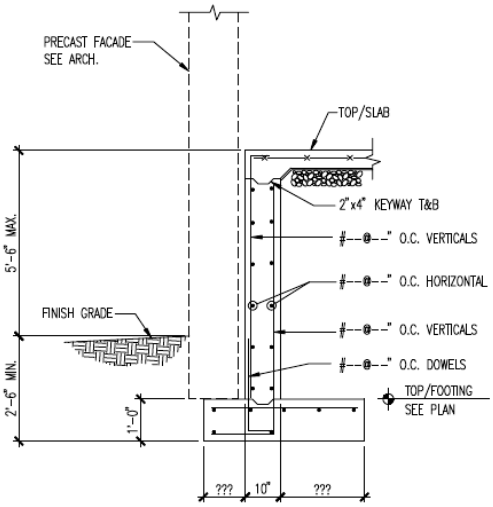
BRAC 133 FOUNDATION COLUMN DETAILS



NOTES:
1) SEE SEQUENCE OF PLACING SLAB ON GRADE FOR LOCATION OF JOINTS.
2) PROVIDE SUPPORT CHAIRS TO HOLD WWF AND/OR REINFORCING IN POSITION DURING CONCRETE PLACEMENT.
3) VAPOR RETARDER OR VAPOR BARRIER AS REQUIRED FOR FLOOR FINISH. COORDINATE WITH ARCHITECTURAL SPECIFICATIONS.

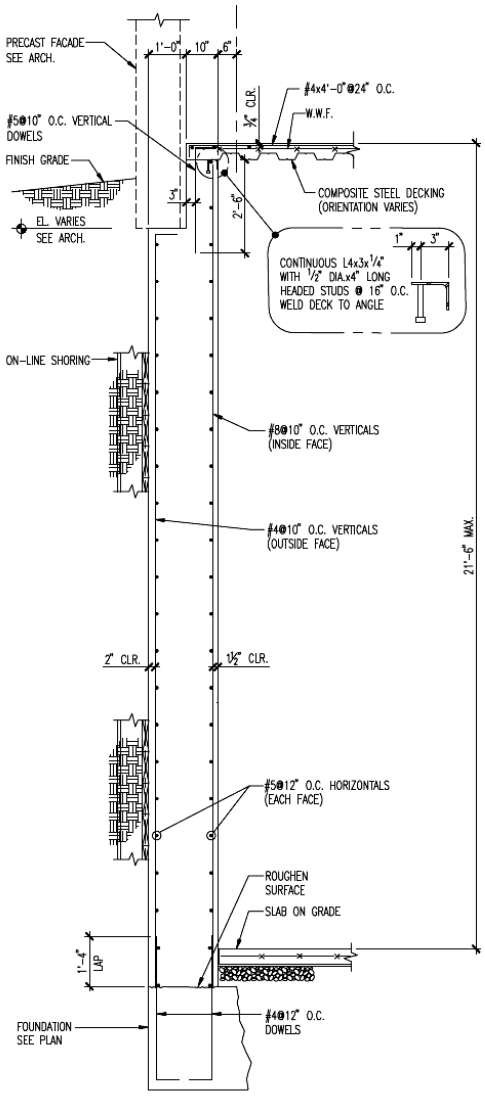
SLAB ON GRADE

¾"=1'-0"



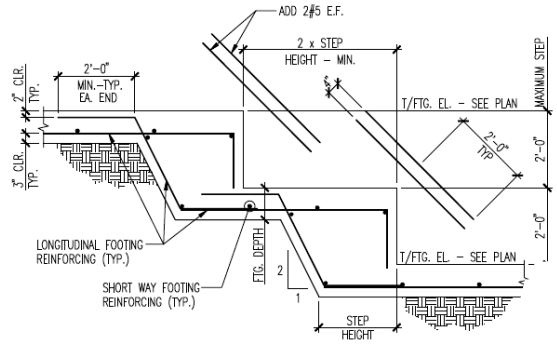
ONE STORY BASEMENT WALL

½"=1'-0"



ONE STORY BASEMENT WALL

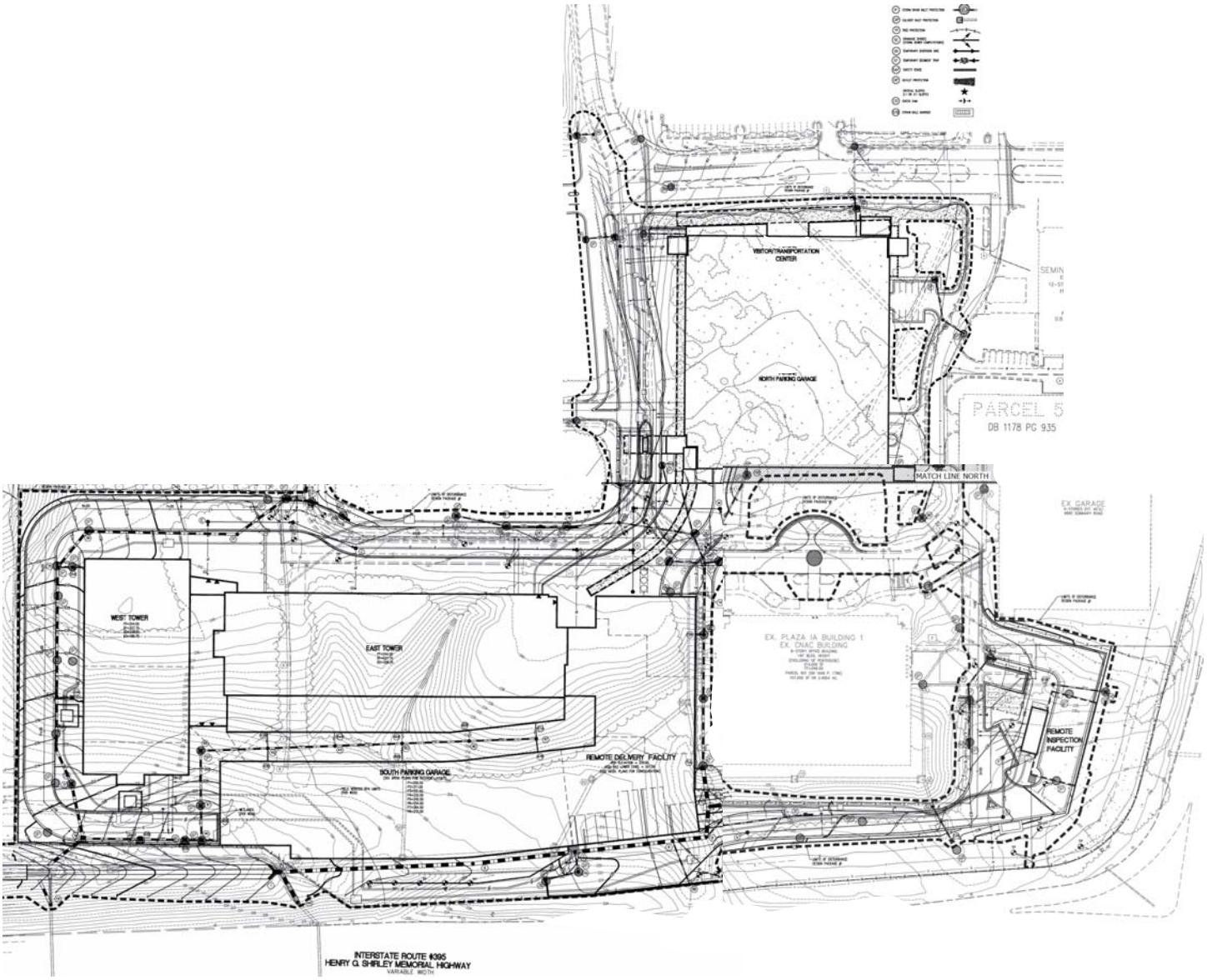
½"=1'-0"



STEPPED WALL FOOTING

½"=1'-0"

BUILDING FOUNDATION DETAILS



SITE LAYOUT, INTERNAL ROADWAY, AND CONSTRUCTION GRADING PLAN

Building Design

Architecture of the project is being further developed in coordination with design review efforts of the City of Alexandria Planning and Zoning Department. Presently, the concept design of the two main buildings of the WHS project involves the office buildings being organized with their common public functions at the lower levels and the office agency administrative spaces located on the upper floors. The structures are modern and progressive in their character using architectural precast and glass skin that is articulated. The envelopes of all occupied buildings meet the stringent security and safety requirements specified for force protection.

Building vertical circulation is handled with two primary elevator cores with centralized access to common facilities and circulation corridors. The two cores are situated in such a way to offer large open office space that is uninterrupted by walls or large rooms. Each building core provides a low-rise and high-rise elevator capability, enhancing ease of circulation through the buildings. The centralized cores, combined with a long span structural system with up to 42-foot spans, offers open office space and space planning flexibility for both the East and West towers. Service and delivery access from the RDF is conveniently located at the east end of the East tower with access to the lower service levels of the combined building complex by two service elevator cores.

EAST TOWER (Foreground**) AND WEST TOWER (**Background at Right**) BUILDING DESIGN AS VIEWED FROM NORTH PARKING GARAGE SIDEWALK**

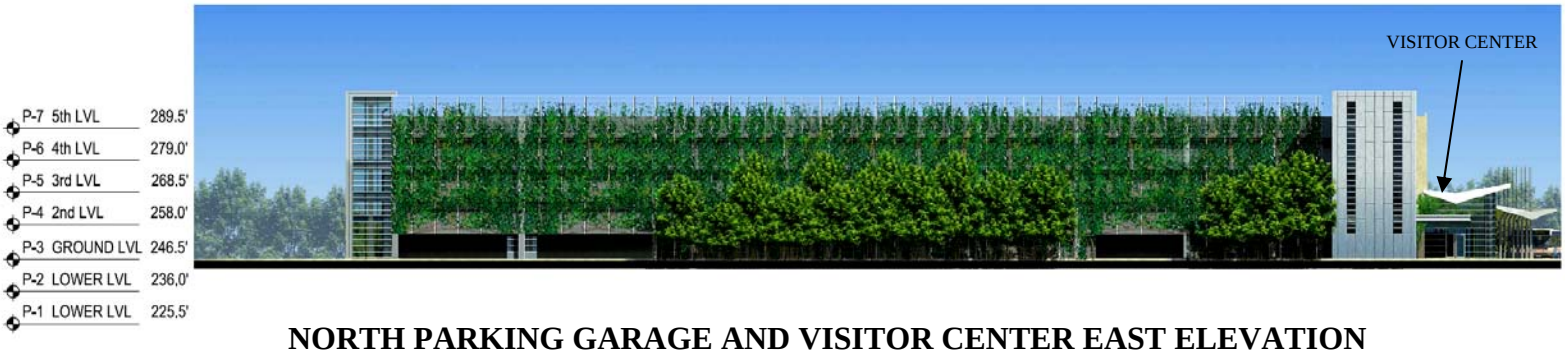
VIEW OF BRAC 133 BUILDING COMPLEX FROM SOUTH AS SEEN FROM SEMINARY ROAD OVERPASS

EAST ELEVATION TOWER & (SECTION) SOUTH PARKING

WEST ELEVATION TOWER & SOUTH PARKING (BEYOND)

BRAC 133 BUILDING COMPLEX ELEVATIONS

The Transportation and Visitor Center at the North area of the campus are designed to be a gateway to the WHS facilities. The Visitor Center features elements to attain a LEED® "Gold" certification for sustainable design. Functionally, the visitor center's design works to enhance WHS's linear entrance security protocol. The lobby is large enough to stage visitors and can receive large numbers at one time. There will be seating and public restrooms. The Center's entrance is positioned at the northeast corner that has covered access for visitors parking a vehicle, or arriving by bus, shuttle or taxi. After processing at any of four check-in and credentialing stations, visitors will proceed through the inspection/scanning points and then enter the campus through the security turnstiles. There is a pedestrian pathway through the secure side of the North Parking Garage that connects with a covered walkway to the office towers' visitor entrance. Visitors who are given permission to drive on campus, will return to their vehicle and exit the visitor parking area and drive to the eastside secured entry gate of the WHS.



NORTH PARKING GARAGE AND VISITOR CENTER EAST ELEVATION

The North Garage is located adjacent to the Visitor Center and houses 2,044 cars on 7 levels (2 subgrade levels and 5 above grade levels). The design of the North Garage incorporates the façade of the Transportation Center and Visitor Center in the front, with a punched opening theme above the canopy that blends with the buildings in the surrounding area. Along the east, south, and west sides, a vegetated "green wall" is located that will allow the structure to enhance the campus and reduce hard-edged building forms to the entry-corridors of the campus.

The second garage, the South Garage, is located along the south east edge of the site adjacent to the combined office tower complex itself and provides 1,854 spaces. Access to this garage is located in two areas at each end of the structure. The façade of the South Garage is designed to complement the adjacent towers, and appear as a base element of the office towers when viewed from the south.

NORTH VIEW OF NORTH PARKING GARAGE AND TRANSPORTATION CENTER

The RDF is located within the South Garage structure. It houses all of the functions for processing delivery of mail and supplies to the WHS building towers including covered loading bays, dock master's office, security office, staging areas, and mail processing areas. The RDF has access to the high-bay storage area of the building complex and is directly adjacent to the main freight elevators for the towers, making the delivery and handling of goods efficient without sacrificing security. All material handling can be accomplished with electric tugs and carts, eliminating the need for any internal circulation vehicles in the main structure.

The RIF is located in a secure area of the east campus, over 600 feet away from the office towers. This facility will be designed to blend in with the surrounding campus buffer area. It will feature covered drive lanes for dog inspection of vehicles, indoor kennels, and office/support space for security personnel.

REMOTE DELIVERY FACILITY IN SOUTH GARAGE

Transportation Management

A transportation management plan (TMP) has been developed for the WHS operations at Mark Center. The project planning promotes a reduction of single occupant-vehicle trip counts by 40 percent to achieve transportation mitigation and adhere to the City of Alexandria requirements in its approvals of 2004 for Mark Center. To accomplish trip reductions, the following mode splits are identified in the TMP:

- Car-pooling/Ride-sharing 12 percent

- Public Transit 5 – 8 percent
- Shuttle Bus 20 percent
- Walk/Bike/Other 1-3 percent

Employee distributions were reviewed and documented in the TMP in order to assess the directions of arrivals/departures and the potential for transit use by BRAC 133 personnel. The distribution suggests that outside of the immediate area of the site, the volumes dissipate such that the total impact to the roadway system would not be significant. Generally, BRAC 133 has a large contingency commuting to Crystal City and Arlington today; therefore, relocating its employees to Mark Center would result in a smaller change in congestion loading and travel patterns than moving them to Fort Belvoir.

The Army specified measures to encourage and promote the use of public transportation and ride-sharing/car-pooling will be further implemented in the TMP management of WHS activities. In addition, it is anticipated that telecommuting will continue to grow in usage, which will further reduce vehicle trips. Having experienced success at the Pentagon, the WHS lead-team on employee transportation issues will incorporate management objectives that include:

- Regular review of the TMP by WHS and the Army with the goal of achieving greater employee participation in transportation management and reduced SOV use as additional regional roadway improvements involving HOV lanes, are implemented.

- A transportation contact that will be responsible for managing and enforcing the TMP; monitoring TMP progress; and serving as liaison between WHS and Fort Belvoir's Transportation Demand Management Coordinator.

- WHS continuing to market transportation alternatives that will be established on a WHS website to inform employees of the transportation challenges and status of TMP planning efforts.

- WHS providing a guaranteed ride home program with the ride-share program. WHS will expand, maintain, and market a ride-match service at the new campus for employee car pool and van pool use.

- Lower levels of the parking structures will have areas reserved for car and van pools. The areas can be expanded as needed.

- Priority spaces will exist in the new parking structures for hybrid vehicle parking.

- Priority parking is established for handicapped parking spaces (2 percent).

- Locker and shower facilities are established in the tower buildings for bicyclists.

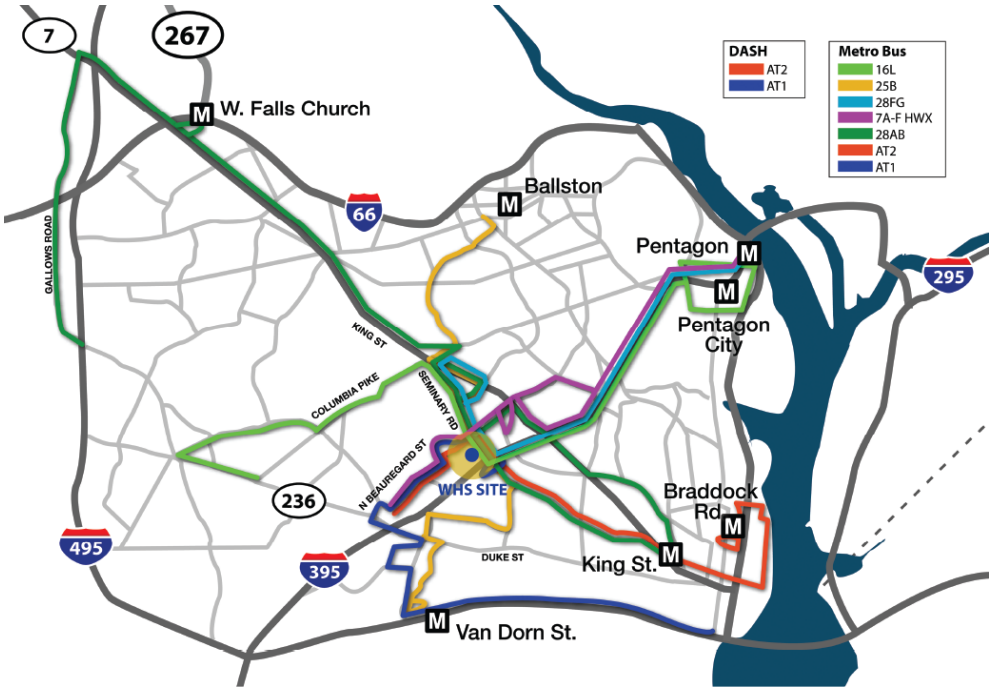
- Limited reserved parking is to be re-evaluated annually, and will be focused for use only by 24/7 Operations Center employees and senior management. Downsizing of reserved parking is a TMP objective.

- Offering of alternate work schedules and telework. Telework will be available for unclassified work only, but can be established at home or through the GSA Telecenters. Additional measures in the near future will include partnering with other Intelligence agencies to develop secure telework centers for both classified and unclassified work.

- Shuttle service is established and routing identified to/from other agencies at Fort Belvoir and the Pentagon.

- Use of interconnection service with the proposed onsite transit center/drop-off area is established to provide shuttle service to/from the Metrorail, and Virginia Railway Express (VRE) stations. Shuttle services have been a proven solution in use at the current facilities of Mark Center. Studies of existing traffic patterns indicate that Mark Center achieves vehicle trip reductions of nearly 30 percent. Working together Duke Reality, the Army, Metro Bus and DASH buses (Alexandria Transit Company) will enhance current shuttle service to provide improved access.

- Continued participation by WHS in the National Capital Region Transit Subsidy Program is maintained. Presently the objective is to reach 5 percent participation by 2013.



TRANSPORTATION CENTER TRANSIT CONNECTIONS FOR BRAC 133

As part of the conditions for approval of the 2004 master plan for Mark Center, the City of Alexandria required several improvements to the transportation infrastructure in and around the location for Mark Center. The Traffic Impact Study/TMP, upon which Mark Center parcels were approved, estimated that the Center would generate 2,028 AM peak hour vehicle-trips, and 1,968 PM peak hour vehicle-trips, upon full build-out and occupancy. These estimates were treated as trip caps in the analysis of future Army project effects. In addition, the approved plans for the parcels contemplated 4,839 parking spaces on the land now being proposed for the WHS. As noted earlier, the actual WHS parking is below the maximum parking allowed, with 3,898 spaces proposed.

The analysis of the proposed WHS project includes traffic and expansion of the IDA Building 5. The traffic study found that WHS is projected to generate 1,274 AM peak hour vehicle-trips and 1,343 PM peak hour vehicle-trips. Moreover, the combined WHS and IDA Building 5 vehicle-trip estimates are 270 (or 13 percent) fewer vehicle-trips than the approved 2,028 AM peak hour vehicle-trip cap, and 178 (or nine percent) fewer vehicle-trips than the approved 1,968 PM peak hour vehicle-trip caps.

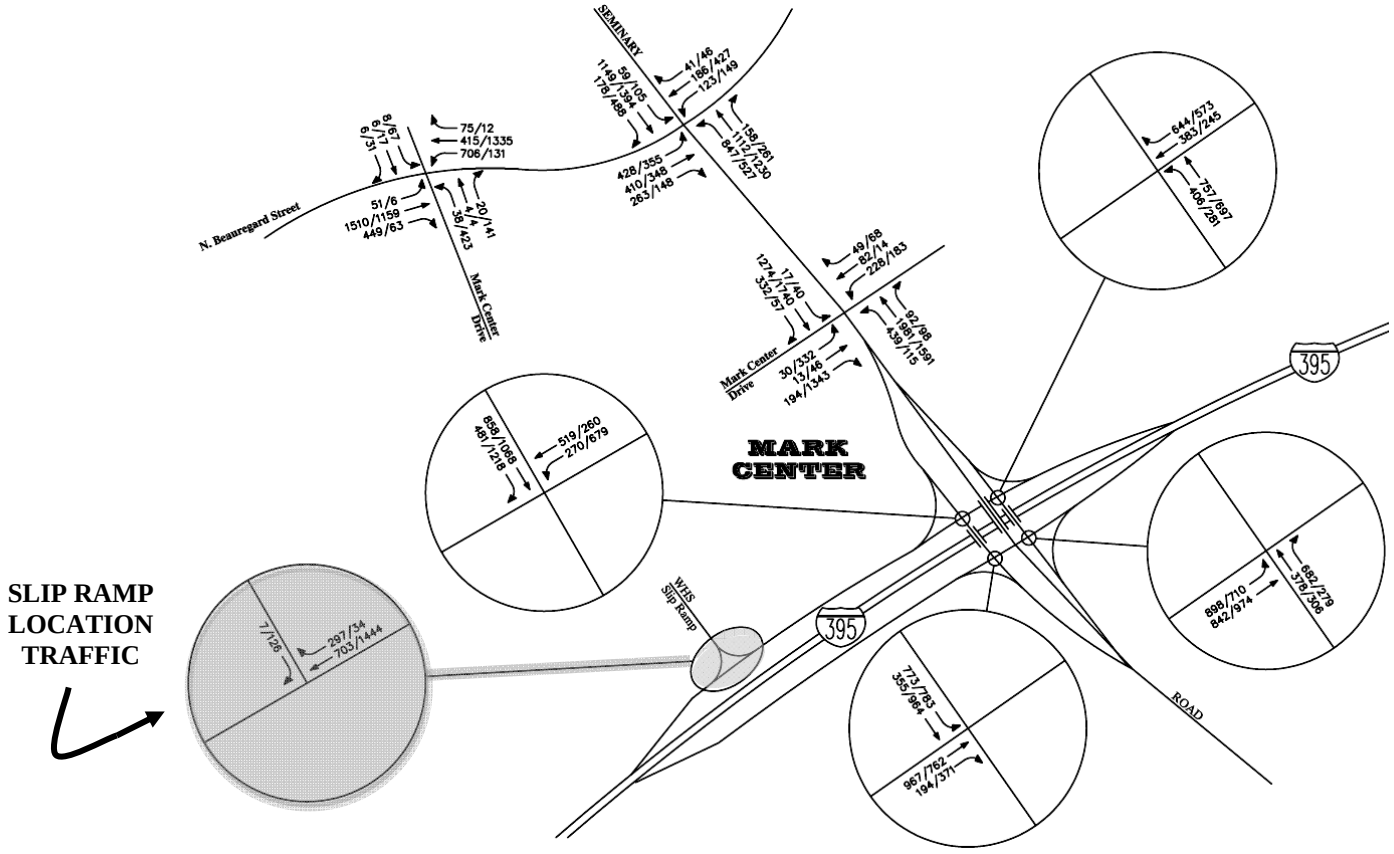
The BRAC 133 project will also implement roadway improvements, to include:

- Improvements to the I-395 merge lane onto westbound Seminary Road;
- Addition of a third left-turn lane at Seminary Road onto North Beauregard Street;
- Addition of a second left-turn land at North Beauregard onto Mark Center Drive; and
- Installation of a traffic signal or round-about at the bend in Mark Center Drive at its intersection with the western access road to the BRAC 133 site.

Additionally, in further implementation of the concept design the Army has agreed to the City's request to possibly put into service a slip-ramp from the South Parking garage directly connecting to I-395 southbound. One goal of the ramp modification is to reduce the number of vehicles that would travel along Seminary and North Beauregard to enter and exit the WHS by providing direct access to I-395. Access to WHS from the slip ramp to the garage would be limited to the only employee vehicles authorized to enter the BRAC 133 site. Visitor and delivery vehicles would not be allowed to use this access point, but would be required to use the entry at the Visitor's Center on Mark Center Drive and the access road leading to the Remote Inspection Facility (RIF).

Discussions in late 2008 with the Pentagon Force Protection Agency (PFPA) indicate that the concept of a slip-ramp should be feasible. PFPA will continue to assess the concept and make a formal determination. If the determination is positive, the Virginia Department of Transportation, at the Army's request, will begin preparing an Interchange Justification Report to request the modification to the south bound ramp from Seminary Road to I-395. In addition, the Army will work on a proposal to request the slip-ramp be qualified for Defense Access Road (DAR) funding.

The DAR program provides a means by which the federal government can pay its share of the cost of highway improvements needed for adequate highway service to defense and defense related installations. Administered jointly with the Federal Highway Administration (FHWA), the DAR program provides a means for the Defense Department to work with the state and local authorities that execute the projects. Funding for DAR projects may be obtained through Military Construction Programs funds appropriated by Congress. To initiate a DAR project, the Army must identify the access or mobility needs of an installation and bring such deficiencies to the attention of the Surface Deployment and Distribution Command (SDDC). In turn, SDDC prepares a needs evaluation or requests the FHWA to make an evaluation for improvements that are necessary; develop a cost estimate; and determine the scope of work. The SDDC determines whether the project is eligible for funding pursuant to the DAR program and certifies the road as important to the national defense. Upon certification, the Army may request funding through its normal budgeting process. Once funds are provided by Congress, they are transferred to the FHWA and allocated to the agency administering the project.



TRAFFIC FLOW ANALYSIS OF SLIP RAMP LOCATION BY APPLICANT

With all roadway improvements cited above, the following conclusion indicates service levels of the adjoining area with the WHS project:

"A review of the analysis indicates that each of the study intersections would continue to operate at acceptable conditions, LOS "D" or better. As expected, better LOS are shown for the intersections during the AM peak hour with letter grade increases at N. Beauregard Street/ Mark Center Drive from LOS "D" to "C" and two letter grade increases at Seminary Road/Mark Center Drive from LOS "D" to "B". For the PM peak hour the decrease in delay (or increase in letter grade) is not as significant due to only 20 percent of the traffic being diverted and the fact these movements are right turn movements. Most notably, the four I-395 signals would not change in LOS without or with the slip ramp." – *WHS Slip Ramp Traffic Review, Wells + Associates, November 18, 2008*

Security Design

The project's military campus security line is comprehensively established in coordination and in consideration of the existing and proposed building designs and site features of the 15.9 acre parcel. A protected perimeter is required to maintain the maximum standoff distance to the building facades. Anti-ram protection within a fence will be placed along the perimeter of the site except in locations where the terrain precludes vehicle access. Beyond the property line to the west is a protected open space reserve that is heavily wooded with steep terrain that prevents vehicle use. The deed of the open space land precludes development in the future. The threat locations are thus to the north and south of the main building complex facade. At the south façade, the use of roadway guardrails and steep terrain adjacent to the highway make it difficult for vehicles to approach close to the site. The land between the highway and the property line will not be developed in the future as it is retained in utility corridor easements and roadway easements.

The design of the office towers is predicated on the actual standoff distances available rather than the minimum standoff distance allowed by the force protection standards of the Army. At the north and east boundaries of the site, this standoff distance is enforced by anti-ram elements along the property line. The anti-ram elements established in a decorative fence will be designed to address vehicle threats that potentially could achieve a maximum approach speed.

To meet the requirements of the Department of Defense, a clear zone will be provided around the all occupied buildings. This zone is intended to allow building security and building occupants to visually detect threat activities or actions occurring within this zone. Roadways inside the protected perimeter and parking for security–cleared vehicles will not be allowed within the clear zone. The landscaping within the zone will be developed to prevent the concealment of threat devices larger than six inches. Trash containers will not be located in the clear zone.

As a practical matter, the security line of the campus connects to the two entrance gates of the WHS campus and passes within a portion of the North Garage with a separation wall in that structure. Vehicle plate barriers will exist at garage entrances but can not be viewed from Mark Center Drive or Seminary Road. Guard Stations are located at the entrance roads east and west

of the North Garage and are operational on a 24/7 schedule. Both gates are internal to the campus road system allowing queuing space for vehicles. On the east drive, the guard post is within the garage and on the west entry road it is 320 feet south of Mark Center Drive.

Development Program

Applicant: Department of the Army

Estimated Cost: An estimated cost range of $480 – 750 million

Architect: Combined Design/Build Team of: HKS of Washington, DC, Wisnewski Blair & Assoc., Studio 39 Landscape, Walter L. Phillips, Inc. Civil, Cagley & Assoc. Structural, Clark Design and Construction, and Duke Realty Corporation

PROJECT ANALYSIS

Executive Summary

Staff supports and **recommends approval of the location for the BRAC 133 proposal with the selection of the 15.9 acre site in Alexandria, Virginia. Additionally, the staff favorably comments on the concept design of all WHS buildings and site development. Further, the staff recommends preliminary and final building foundation approval of the WHS West and East buildings,** but not the North Parking Garage. The foundation development for the North Parking Garage and RIF will be provided as a later submission once additional information is completed.

Staff finds through its review that the federal development concept meets high design standards and complies with Commission's policies in the *Comprehensive Plan for the National Capital: Federal Elements*. Finally, the project as submitted includes development of well-designed perimeter security that does not overwhelm the proposed campus site. The Army is strongly urged to incorporate the land use in its master plan for Fort Belvoir.

Staff recommends **the Commission request that the Army implement the provision for location of a slip-ramp to I-395 from the South Parking garage to accommodate federal employee traffic** and that the preliminary and final submission of the project include the final design of the ramp when the Army submits the BRAC 133 project for final review to the Commission. Precedent of such direct ramp access exists at other federal facilities in the National Capital Region such as NASA Space Flight Center in Greenbelt, Maryland, and National Security Agency facilities at Fort Mead, Maryland.

Staff also urges **the Commission note that further design coordination and review by the Army with the City of Alexandria be undertaken and documented to NCPC to address building design issues** the City has expressed in its comments to NCPC, and as highlighted by the attached correspondence, prior to the submission of the BRAC 133 project to the Commission for final approval.

CONFORMANCE

Comprehensive Plan for the National Capital

The proposed WHS project and TMP are consistent with the *Comprehensive Plan for the National Capital: Federal Elements.* The *Comprehensive Plan for the National Capital: Federal Elements* notes that "…federal workplaces that require extensive land and/or have little contact with the public…are primarily located in suburban and rural areas. These include intelligence, research, development, and testing activities. …Military installations, such as the Department of the Army's Fort Belvoir, have become administrative centers for a variety of government tenants with these types of land uses." (Federal Workplace Element, p. 26)

The *Comprehensive Plan for the National Capital: Federal Elements* also includes the following policy:

"Parking ratios for federal facilities located outside of the District of Columbia, Arlington County, and Old Town Alexandria, and beyond 2,000 feet of a Metrorail station; develop with a phased approach linked to planned improvements over time (1:1.5-1:2)"
(Federal Transportation Element, Parking ratios, p. 85)

And the transportation management planning objectives as cited in the *Comprehensive Plan for the National Capital: Federal Elements* include the following policies:
Federal agencies should:
1. Prepare Transportation Management Plans (TMPs) to encourage employee commuting by modes other than the single-occupant vehicle.
2. 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.
3. 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.
4. Include, within TMPs, implementation plans with timetables outlining each agency's commitment to reaching TMP goals.
5. Reflect, within TMPs, planned regional transportation infrastructure or service improvements within five miles of the federal facilities.
(Federal Transportation Element, Transportation Management Plans, p. 87)

The transportation demand management objectives cited in the *Comprehensive Plan for the National Capital: Federal Elements* that include the following policies:

The federal government should:
1. Encourage ridesharing, biking, walking, and other non-single-occupant vehicle modes of transportation for federal commuters.
2. Maximize telecommuting strategies for employees in accordance with federal law.
3. Employ compressed and variable work schedules for employees, consistent with agency missions.
5. Steadily increase transit subsidy rates, and consider applying subsidies and incentives to other modes, such as biking, walking, carpooling, and vanpooling.

(Federal Transportation Element, Transportation Demand Management, p. 88)

The submission of the BRAC 133 project maintains and conforms to all issues and recommendations of the policies noted above.

Federal Capital Improvements Plan

The recently approved 2009-2014 Federal Capital Improvements Plan (FCIP) included the WHS project as a *Project Requiring Additional Planning Coordination.* Many details of the proposal remained unresolved at that time.

The September 4, 2008 Commission approved FCIP described the project as a 2,242,778 gross-square-foot facility for Washington Headquarters Services. Planning for the project was to include open and private office space, sensitive compartmented information facility (SCIF), command center, conference rooms, video teleconferencing center, training and instruction facilities, auditorium, General Officer/Senior Executive Service office suites, administrative support areas, storage, cafeteria, physical fitness facility, access control, elevators, HVAC, lighting, fire protection and information systems. Supporting facilities include electric, water, sewer and gas, chilled water and steam distribution, access roads, paving, sidewalks, curb and gutter, storm drainage, site improvements and information systems. The estimated total project cost was noted as $821,561,000; the project had received $440,900,000 in prior funding as reported in the 2008 review.

National Capital Urban Design and Security Plan

The project complies with the objectives and standards of the Commission's Urban Design and Security Plan policies because no part of the proposal impacts public space.

Relevant Federal Facility Master Plan

A master plan for Fort Belvoir is presently underway which will incorporate the WHS project area into that plan. A land use modification of the existing City of Alexandria master plan for Mark Center has been provided to the Commission and demonstrates urban form and land use compatibility with the city's planning. The Fort Belvoir master plan will be submitted to NCPC in mid to late 2009.

National Environmental Policy Act (NEPA)

The Army has reviewed the action pursuant to its environmental regulations and completed an Environmental Assessment (EA) and Finding of No Significant Impact determination for the proposed action. The Finding was signed by the Army officials on September 25, 2008.

The project is a proposal outside the District of Columbia and consequently the Commission does not have an independent NEPA responsibility for this project because it has an advisory

role for projects in the environs. Staff has reviewed the environmental information provided by the applicant.

National Historic Preservation Act (NHPA)

The Army, as lead federal agency for NHPA responsibilities, reviewed the proposal for compliance with the National Historic Preservation Act, Section 106 procedures, and has reviewed with the City of Alexandria and the Commonwealth of Virginia cultural and historic resources of the site. The Army has identified no resources at the location of the WHS project. There are no historic properties recorded in the immediate vicinity of Mark Center. The nearest recorded historic property is Fort Ward (VDHR site number 100-0113), which is located approximately 0.6 miles to the east.

The City of Alexandria has concurred that no archeological or historic elements are present, and the Virginia State Historic Preservation Officer (SHPO) is presently reviewing final Army information of the building locations and design. An archaeological survey of Mark Center using shovel test survey techniques and intervals consistent with those required by the Virginia SHPO in 1994 did not discover any eligible prehistoric or historic sites in the area of what now is the BRAC 133 footprint at that time. Updated response from the SHPO is pending with regard to its re-evaluation in regard to the federal buildings now proposed.

The Commission does not have an independent NHPA responsibility for this project because it has an advisory role for projects in the environs.

CONSULTATION

Referral to relevant local planning agencies

The Army supplied plans to, and has continued to review the plans with, the City of Alexandria planning staff. On January 21, 2009 the City of Alexandria City Manager responded with the comments to the Chairman of the Commission about the project (see attachment 1). The City notes the following issues concerning the project:

- Master Plan and Zoning
- Conformance with *Alexandria Design Principles*
- Parking Structure Design
- Green and Sustainable Building Practices
- Site Security
- Well-managed transportation demand management (TDM) program
- Resource Protection Area (RPA) mitigation
- Open Space mitigation

On the issue of master planning and zoning, the city notes the previously City approved Coordinated Development District (CDD) acknowledges that higher density office use at the

BRAC 133 project location is appropriate. The comments also point out that the building height exceeds the zoning requirement. However NCPC staff has determined the unique method of determining the "structure or building bottom" used by the City is not established from a main entrance doorway level. Instead, the local zoning establishes a structure level from the "averaged finished grade". The proposed project buildings, from the first floor entrance level at the building front, are 221 feet and 251 feet in height at the Penthouse level.

The City's comments on design principles have been discussed between NCPC staff and the Alexandria Planning and Zoning staff, and NCPC has confirmed that city efforts will continue to provide design input to the Army and project architects for submission of a final project design to the Commission. Staff recommendations in this report note that action.

The design of the parking structures has been provided to NCPC as a concept with the overall appearance of the North Parking Garage achieving a low profile and "greenwall" structure façade on three sides. The Army's goal is to have this parking garage achieve LEED® Silver standard, with the Visitor Center attaining a Gold standard rating. Staff is satisfied by the parking structure concept design, which maintains Army sustainable guidelines, and is confident the Army and City of Alexandria can work toward mutual objectives to attain a final design for the North Garage.

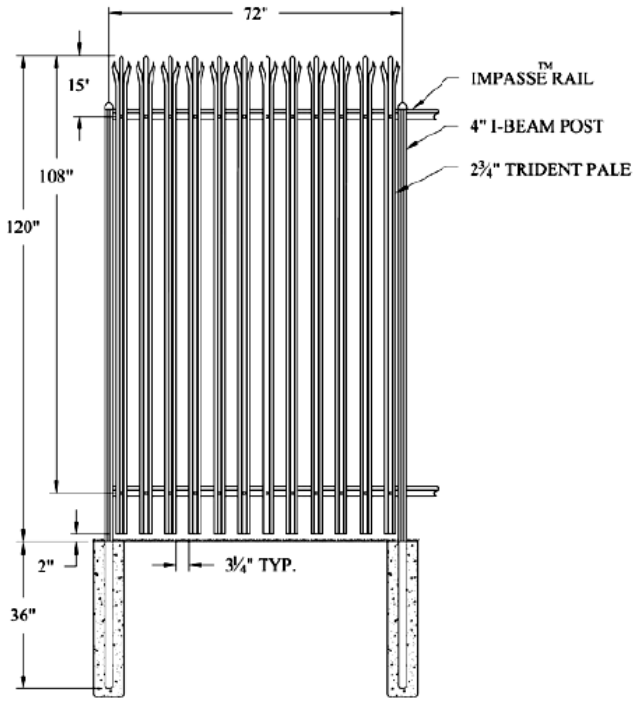
City comments further note the need for sustainable design to be incorporated into the BRAC 133 project overall. The submission to NCPC includes sustainable design elements for all buildings at the LEED® Silver rating incorporating such features as:

- Access to a mass transit infrastructure and is located near a number of mixed use services
- Encourage alternative transportation practices
- Provide bicycle storage for employees as well as shower and changing rooms
- Provide parking structures to reduce the site's heat island effect and impervious surface area.
- Use of Energy Star roofs
- Use of Energy Star HVAC systems
- Retention of naturalized landscaping and utilizing native and adaptive species in the site redevelopment of green spaces
- Use of low-flow plumbing technology is featured in each of the buildings' restrooms and will include the use of waterless urinals, dual-flush water closets, and .25 gpm lavatories
- All buildings having targeted an energy use reduction of over 14 percent below ASHRAE 90.1 – 2004 criteria, and a 30 percent reduction pursuant to The Energy Policy Act of 2005 standards
- Use of L.E.D. (light emitting diode) exterior street lighting within the site
- Use of high efficiency distribution for HVAC systems and lighting strategies. These strategies include the utilization of a highly efficient chilled water system as well as desiccant wheels that will recycle latent energy that would otherwise be lost to the system.
- General interior lighting densities will limited and reduced utilizing task lighting at work stations as well as natural day lighting measures.

- Occupancy sensors located in non-regularly occupied spaces will reduce lighting energy demands.
- Use of thicker exterior insulation and low-e, double glazed windows
- Minimization or elimination of long-term off-gassing of Volatile Organic Compounds (VOCs) and composite wood products. Project materials will contain no added urea-formaldehyde binders
- Measures will be taken during construction to protect ductwork from collecting dust and debris associated with the construction process
- Use of effective air filtration media will be include in active systems during construction and once the building is occupied

Operationally, the maintenance staff will be required to use environmentally sensitive cleaning products, as well as utilize cleaning techniques that will reduce the amount of chemicals and water needed. Additionally, an educational program will be developed to highlight and inform the employees and visitors to WHS about the sustainable design measures taken in the design and construction of the facilities, making them evident to all users. Information kiosks will be placed in high-traffic areas of the structures (main entrance, café) and in the Visitor's Center/Transportation Center.

Security design has been incorporated into the location and design of both structures and site elements. Only a decorative security fence will be visible to the public side of the BRAC 133 campus that will interconnect to the guardhouse stations and vehicle barrier locations. The fence design is an exact copy of the Pentagon 9/11Memorial security fence, exhibiting a 10 foot height and black metal picket design. This design has also been utilized at Fort McNair and Walter Reed Army Medical Center. Reinforcement features provide the anti-ram/anti-climb capability to the decorative fence as illustrated in the graphics below.



BRAC 133 PERIMETER SECURITY FENCE DETAILS

The issue cited by the City of Alexandria about the Remote Inspection Facility (RIF) is not supported by NCPC staff. The RIF was a program requirement of the BRAC action identified by the Army's initial public proposal for site locations, and is an element necessary for WHS operations at any new location. Contrary to the city's assertion, no total loss of green space buffer occurs, nor are there any residential buildings adjacent to the proposed RIF location. Only an office building and parking structure are situated in the immediate parcels near the inspection area, with the traffic lanes of Seminary Road further to the east and Shirley Highway to the south (see plans at page 6 and 7). It is also noted by NCPC that an existing eight foot chain-link fence is currently present along the entire VDOT right-of way at the BRAC 133 east and south property line.

The concerns in the City's letter on transportation are responded to by this report's section on transportation management and include the NCPC staff's recommendation to the Army to establish a slip-ramp if feasible (see page 15). NCPC staff does not endorse the introduction of high occupancy toll (HOT) lane ramps onto or adjacent to the BRAC 133 site given the potential impact to residential properties in creating such roadway facilities. Further, the City of Alexandria in its earlier endorsement of the Mark Center site during the Army's NEPA review in August 2008 never suggested the use of HOT lanes in the BRAC 133 planning at Seminary Road. In staff's opinion, such a change in possible project related traffic issues would require additional NEPA compliance review by the Army, requiring additional time and probable delay. Additionally, the introduction of HOT lanes would contravene many of the goals for the WHS transportation management plan.

The final two concerns specified by the City of Alexandria regarding the mitigation of effects to a designated resource protection area (RPA) (approximately 2.3 acres) and limited open space are addressed by the Army's Finding of No Significant Impact of September 25, 2008. The Army determination notes that,

> "Mitigation actions for the proposed BRAC 133 project would be undertaken in accordance with existing regulations and policies. Such regulatory or policy driven actions to reduce, avoid, or compensate for adverse effects would include, for example: following all applicable laws and regulations for handling all hazardous materials and wastes; implementing state-approved best management practices (BMPs) for stormwater control during construction; designing facilities according to the principles of low-impact development; recycling construction debris where possible; and revegetating disturbed sites."

The Army received no comments objecting to the Finding of No Significant Impact on environmental or socioeconomic resources associated with implementing any of the three BRAC 133 site alternatives evaluated in the EA.

NCPC staff finds the Army's commitment of mitigation action for effects as noted in the NEPA Finding of No Significant Impact confirms and establishes the intent of the Army to adhere to compensation for encroachment into the RPA area and to mitigate open space loss as demonstrated in the site concept plans submitted to the Commission.

Public Comments on BRAC 133

The Army in its submission of review material to NCPC documented public review of the planning for possible locations of the WHS activities during the Army NEPA review process. Comments were noted from the following sources:

- Three private citizens (one of which wrote on behalf of a community association)
- Virginia Department of Transportation (VDOT)
- Fairfax County Government
- Prince William County Government
- City of Alexandria
- General Services Administration
- Washington Metropolitan Area Transit Authority (WMATA)
- Virginia Railway Express (VRE)
- Virginia Department of Environmental Quality (VDEQ)
- Institute for Defense Analyses (IDA)
- The Catawba Indian Nation

Public comments primarily expressed concerns over transportation issues and potential air quality, with additional comments also directed at land use issues. Further, several comments related to water resource effects or review process issues of that resource, biological resources, and cultural resources.

The IDA pointed out that it owns 20 percent of the property identified within Mark Center by the Army's EA, and noted that it is planning to construct two additional buildings there.

City of Alexandria's comments to the Army during the NEPA review are provided as attachment 2 of this report.

Additional comments have been recently sent to the Commission by the Institute for Defense Analyses (IDA)(see attachment 3).

The issues noted by the letter identify three points that are addressed by the current submission by the Army. These include:

- Concern for use of Mark Center internal roadways
- Unimpeded access by IDA to their present building
- A security fence

The internal roadway issue is only temporary in nature in that the expansion of IDA by its future construction and plans at Mark Center should allow ample opportunity to establish connections to Mark Center Drive from both the IDA existing building area and its new proposed buildings. The one entry road for IDA, presently resulting from the WHS plans, would also be a condition that is similar to the CNAC Building located to the east of the WHS.

The issue of IDA traffic through the west side access road is found by NCPC to be resolved by the redesign of the roadway as proposed by the Army, allowing a wider road with separate lanes into the IDA location and the installation of a traffic light required by the City on Mark Center Drive. The redesigned entrance road will be built by the Army. An additional traffic lane can similarly be located, if necessary in the future, allowing two lanes into the IDA. Further, as noted in the NCPC staff's recommendation, the IDA suggested use of a slip-ramp to the WHS complex is recommended by NCPC staff.

The last IDA issue notes the need for the use of a high-quality designed metal fence as a security perimeter feature. As observed by the NCPC staff on page 26, such a fence is proposed by the Army and is comparable to the fence utilized at the Pentagon 9/11 Memorial.

On January 28, 2008, Congressman James Moran, from the 8th Congressional District of Virginia, wrote to Chairman Cogbill expressing several of the same issues noted by the City of Alexandria. NCPC staff reviewed and found helpful Congressman Moran's views on the Army's proposal. Representative Moran's letter is attached to this report (see attachment 4).

Attachment 1:

CITY OF ALEXANDRIA, VIRGINIA, COMMENT LETTER TO CHARIMAN COGBILL

OFFICE OF THE CITY MANAGER
301 King Street, Suite 3500
Alexandria, Virginia 22314-3211

JAMES K. HARTMANN
City Manager

(703) 838-4300
Fax: (703) 838-6343

January 21, 2009

Mr. John V. Cogbill, III, Chairman
National Capital Planning Commission (NCPC)
401 9th Street, NW
North Lobby, Suite 500
Washington D.C. 20004

Re: NCPC Submission
BRAC 133 Office Complex
Mark Center
Alexandria, Virginia

Dear Mr. Cogbill:

We have reviewed the referenced applications and materials submitted to the National Capital Park and Planning Commission (NCPC) for the BRAC 133 office building within the Mark Center of Alexandria and submit the following comments based on the conceptual approval and foundation permit requested. *Given the required NCPC deadline of January 21 for the submission of comments by the City, this letter contains preliminary comments and recommendations from the City of Alexandria and are subject to amendments based upon a planned community meeting on January 26 and a City Council meeting on January 27.* The City understands that the applicant will be required to submit a subsequent application for final design approval incorporating additional detail regarding materials, colors and design refinements for the building and site plan. We will provide additional comments at the final review process which we anticipate to be within the next three to four months.

As discussed later in this letter, we have concerns related to the details of the proposed Transportation Management Plan in that the Plan has not been worked out in detail, and is absolutely key to the achievement of the projects stated 40% non-single occupancy vehicle goal.

While the proposal is not subject to regulatory approval by the Alexandria Planning Commission and City Council, the City appreciates that the Department of Defense has indicated that it is their intent to substantially conform to the existing zoning. In addition to zoning conformance, due to the project's size, height and visibility, it is the City's strong opinion that the design and materials of the project be refined to ensure that the quality of design and construction is

commensurate with its size and scale. The City recommends that if NCPC approves the concept design and foundation permit as requested by the applicant, it should be with the understanding that the applicant will address the design comments outlined in this letter and continue to work with the City regarding the final design, materials and colors and refinement to the site plan prior to the submission of the final NCPC review. Because of the BRAC-driven accelerated review schedule, the comments below are preliminary, and we feel it is important to obtain additional comments from the adjoining residents, communities and businesses to be reflected in the City's comments and testimony at the February NCPC hearing. It is also crucial that the applicant communicate and work with the adjoining communities throughout the review and construction process to minimize impacts to nearby property owners and residents.

A. Master Plan and Zoning

The City's Master Plan, composed of a series of Small Area Plans, and zoning districts are used to review development proposals in the City to ensure that they conform with the City's long range plan. The Mark Center property is a portion of land within the larger tract known as the Winkler Coordinated Development District (CDD) in the western portion of the City governed by the *Alexandria West Small Area Plan (SAP).* The SAP envisioned this parcel to be a low density/high-rise office use due to its close proximity to Seminary Road and access to I-395. The previously City approved CDD acknowledges that higher density office use at this location is appropriate.

Because the property is owned by the Federal Government, the proposal is not subject to regulatory approval by the City's Planning Commission and City Council. The Department of Defense has indicated that while it is not required to comply with the City's existing zoning, it is their intent to substantially conform to the existing zoning.

The Coordinated Development District (CDD) zoning for the site permits a relatively high density and heights up to 250 feet. In 2004, this portion of the Mark Center development went through a development review process and received approval for a total of five buildings on the property with an approximate total floor area of 1,700,000 square feet of development and building heights up to 240 feet.

The applicant is proposing to develop two of the remaining three development blocks within Mark Center with approximately 1,400,000 square feet of office and associated uses. The applicant is proposing approximately 1,380,000 square feet within one building rather than the three previously approved. The current proposed building height of approximately 272 feet exceeds the previously approved building height (240 feet) and the maximum height (250 feet) permitted by the zoning ordinance. The mechanical penthouses are taller than permitted by the City's zoning.

Additional aspects of the proposal, such as the site layout and floor area ratio, vary from the original 2004 proposal. For example, a portion of the proposed seven-level parking structure encroaches into the previously planned and approved central open space. Another variation from the original proposal is the incorporation of an 8,700 square foot transit center in the proposed parking structure.

B. Building and Site Design Comments

The City requires that all new buildings conform to a set of design principles as outlined in *Alexandria Design Principles.* A project of this size and type would be subject to the following applicable principles:

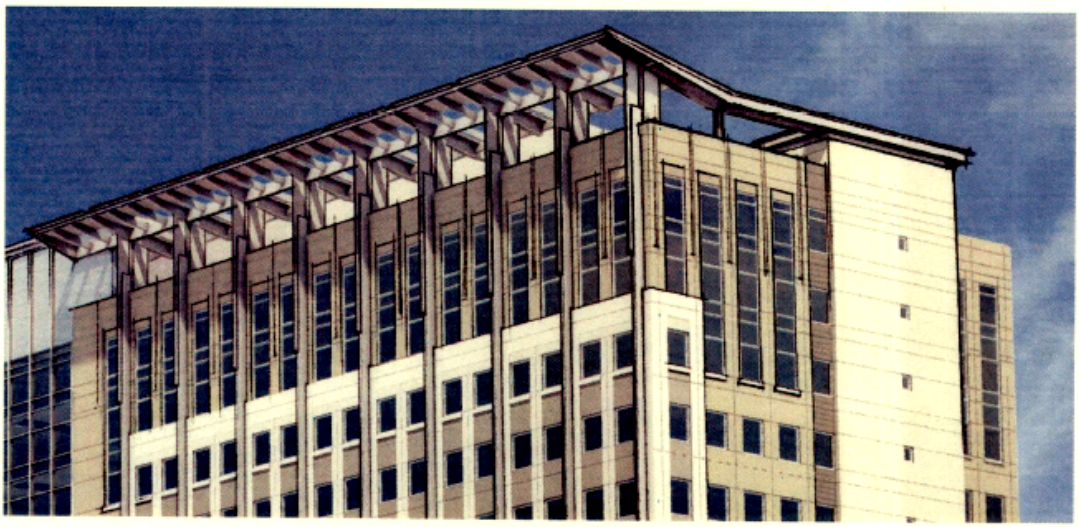
- Provide a base/middle/top building hierarchy.
- Incorporate multiple rhythms in the building façade.
- Provide a solid-void ratio appropriate to Alexandria.
- Create a skyline and articulated building tops.

The two building drawings in this letter reflect new drawings by the applicant's architect after receiving City comments, and as a result, have begun to reflect City staff design comments and concerns.

The following comments are based on achieving compliance with these design principles and maintaining the high level of quality of buildings within the City.

Provide a Base/Middle/Top Building Hierarchy – Multiple Rhythms

We recommend the use of additional glass (some of which will not be vision glass because of the blast protection requirements) to reduce the perceived size of the building, provide additional visual variety and provide a more clearly defined base, middle and top to the building. We also recommend the use of contrasting darker and lighter colors of architectural precast panels to enhance vertical expression and multiple rhythms.



The principle of multiple rhythms in the City design standards is especially important in a large scale building such as this one to reduce the perceived height, length and to introduce human scale elements as part of the building.

Provide a solid-void ratio appropriate to Alexandria

One of the design challenges inherent in the proposal is the required blast resistant facade. This initially resulted in a predominantly solid faced expression with square windows, making the building appear larger and the windows smaller than required by the City's design guidelines. The smaller windows were atypical of most office buildings and made the building appear more monolithic. In response to the City's comments the windows in the revised design were enlarged for the entire building and darker spandrel panels were added, resulting in an overall less monolithic expression.

As a way to better define the top of the building and to balance the solid to void ratio, the applicant has agreed to introduce a three story glass expression around the top of the building. The added glass feature creates a clearly defined frieze band and top expression and reduces the perceived mass of the building.

Skyline – Clearly articulated building top.

This building will be one of the most visible buildings in Alexandria and one of the most visible government office buildings in Northern Virginia. Therefore, it is essential that the building have a well-defined building top to provide a visually interesting addition to the skyline. The applicant has revised the top of the building to provide a more distinctive top expression as well as vertical brackets to integrate the top as an integral element of the building. The applicant has worked with the City to accentuate the top expression by increasing the spacing between the building and the roof-top wing. The applicant has added additional detail to the top to express the vertical construction of the wing and increased its "lightness." As this project moves forward, it is essential that the applicant continue to work with the City to ensure that the final design, materials and lighting are appropriately designed for this visually prominent building.

C. Parking Structures

The proposal consists of two parking structures, one adjacent to I-395 and the other adjacent to Mark Center Drive. While the design of these parking structures is not part of the current application, we recommend that the applicant work with the City to integrate the design of these parking structures to be compatible in material and design with the proposed building and the remainder of the Mark Center campus and open space.

D. Green and Sustainable Building Practices

Ensuring that the building and new developments minimize impacts to resources, energy and are environmentally sustainable is an integral component of many City policies. This policy becomes even more essential for this proposal given its size and scale and potential impacts to city services and infrastructure. It is our understanding that the proposal will achieve silver LEED certification. While achieving silver LEED certification is consistent with the requirement for City facilities and the goals for private development, we are recommending that to the extent possible the elements as part of LEED certification focus on water use/reuse such as ultra low fixtures, stormwater and elements that will minimize impacts to climate and the resource protection area. While we have had some preliminary discussions with the applicant regarding the green and sustainable techniques to be used for the site and building, these are elements that need to be clearly defined and consistent with the City's objectives and policies prior to final approval by NCPC.

E. Site Security

The applicant is proposing an anti-ram/anti-climb perimeter for the site. We recommend where possible that the required perimeter security (anti-ram/anti-climb) be better integrated with the landscape design and the remainder of the Mark Center campus through the use of elements such as berms, landscaping, decorative stone walls, planters, post and cable systems and water features.

Further, we recommend that the applicant relocate the remote inspection of trucks to support the WHS site at the Pentagon or another Remote Inspection Facility (RIF). Moving the RIF off-site would provide several advantages:

- The potential for an event (CBRNE) to occur at the Mark Center is significantly reduced; trucks would be pre-screened and cleared to the site and could enter the Remote Receiving Facility directly.

- The land area of the RIF could be used for a direct access road to the site for WHS personnel and mitigate traffic volumes on the Seminary/Beauregard arterials.

- Trucks could be scheduled to service the WHS site on off-peak traffic hours.

In addition, relocating the RIF would enable the retention of a wooded landscape buffer on Seminary Road, which would enable a more compatible use adjacent to the existing residential and office uses while providing a more secure campus by eliminating a wrap around security perimeter.

E. Transportation

The proposed BRAC 133 development will significantly impact the transportation systems surrounding and serving the development site. While the scope of the BRAC 133 proposal is generally consistent with prior City development approvals for this site in 2004, there are a number of related issues that need to be addressed.

The BRAC 133 development proposal contemplates an aggressive 40 percent non-SOV (single-occupant vehicle) mode share for travel to and from the site. While believed to be an achievable goal, we feel strongly that it must be supported by an equally aggressive and well-managed transportation demand management (TDM) program. A detailed TDM program based on the following principles must be developed and adopted within the next six months:

1. The TDM program should be performance based. In consideration of the 40 percent non-SOV mode share assumed for the project transportation analysis, the City believes this is an appropriate performance standard for the TDM program. Specific program elements should be implemented and managed as necessary to meet this performance standard.

2. The TDM program should be adequately and continuously funded by the federal government as necessary to meet the facilities performance standard.

3. Program performance audits should be the basis for program management and its associated funding level. Such audits should be regularly conducted and the results publicly available.

While this development has committed to implementing all of the street improvements that were contemplated in previous 2004 site approvals, there remains opportunity for direct site access and egress from the I-395 interchange at Seminary Road. Such a direct connection to the I-395 corridor could materially reduce the impact of the proposed development on the surrounding street network. Working with the Virginia DOT, the Army, Duke Realty and the City have initiated efforts to secure the necessary approvals of this interchange access modification (i.e., creating a right-in and a right-out from the Winkler site on the I-395 southbound slip ramp) and the required traffic studies of this proposal by VDOT are underway. The applicant should be required by NCPC to continue to diligently pursue approval of this additional improvement and, if approved by FHWA, provide Defense Access Roads Program funding or other federal funding for construction.

Anticipating a significant level of transit service at the site, the proposed development includes construction of a transit center that will serve both the site and the surrounding community. Working cooperatively with the City and area transit providers, WMATA and DASH, the applicant has begun development of a comprehensive transit service plan for the site. Completion of this plan, including the integration of the public and agency-provided transit services (such as extensive WHS shuttles) and a funding plan to offset any increase in the cost of providing public transit service to the site, should be required by NCPC of the applicant within the next six months.

Also, as NCPC is probably aware, VDOT has been working with Fluor/Transurban to establish HOT lanes on I-395. They have indicated that the wish to have HOT access at Seminary Road. The City has not supported similar access in the past due to its potential negative impact on adjacent residential neighborhoods. However, with the HOT proposal, City staff are willing to analyze the situation again, and have asked VDOT and Fluor/Transurban to initiate a study of the impact of such a HOT Seminary Road interchange connection on adjacent residential

neighborhoods. To date, VDOT and Fluor/Transurban have not agreed to undertake such a study. The City requests that NCPC endorse the City's study request.

F. Environmental Mitigation

The footprint of the proposed office building encompasses a recognized Resource Protection Area (RPA), and as a result, mitigation of this encroachment action needs to occur. The City, Duke Realty and the Army have been discussing and negotiating an appropriate dollar amount to be paid by the federal government to improve the Holmes Run Stream area in a to-be-determined location. NCPC should endorse the concept of appropriate RPA mitigation.

G. Open Space

The proposed office building's footprint eliminates approximately 20,000 square feet of open space from the previously approved Winkler CDD. In order to mitigate this change in plans, the federal government should provide funding to purchase an equivalent amount of open space in the immediate area. NCPC should endorse the concept of appropriate open space mitigation.

H. Conclusion

This proposal is proceeding at a very aggressive schedule for review by the City, residents and remainder of the community. We feel it is essential that the residents and community be involved as part of the review process and, therefore, have assisted in the coordination of a January 26th community meeting. It also is essential that the applicant participate and facilitate community meetings as part of this review by NCPC as well as part of the ongoing construction of the proposal. Our comments are based on the conceptual review and foundation permit requested by the applicant with the understanding that the City's comments regarding traffic, the building, the site plan, security elements and green building elements will be adequately addressed prior to NCPC's review of the final proposal.

Please contact me if you have any additional questions or comments regarding this matter.

Sincerely,

James K. Hartmann
City Manager

Attachment 2:

AUGUST 2008 CITY OF ALEXANDRIA COMMENTS ON BRAC 133 PROJECT

OFFICE OF THE CITY MANAGER
Alexandria City Hall
301 King Street, Suite 3500
(703) 838-4300 Alexandria, Virginia 22314-3211 Fax: (703) 838-6343

August 13, 2008

Fort Belvoir BRAC
Attention: BRAC 133 EA Comments
10306 Eaton Place, Suite 340
Fairfax, Virginia 22030

Dear Sir or Madam:

This letter responds to the opportunity for the stakeholders and the public to comment on the final Environmental Assessment (EA) and draft Finding of No Significant Impact (FONSI) in regard to BRAC 133 and its planned relocation of the Department of Defense's Washington Headquarters Service of up to 1.8 million square feet of office space to one of three short-listed sites in Northern Virginia. The City of Alexandria will limit our comments to the two sites in the City of Alexandria, sites we know well. We do not think it productive to the EA process to provide negative comments on the GSA site, which is not in our jurisdiction.

The City of Alexandria supports the location of the Washington Headquarters Service (WHS) to either the Mark Winkler or to the Victory Center site. Both sites are quality locations which can well meet WHS requirements now and far into the future. The City of Alexandria has been home to federal operations for over 200 years (and, if one surveyed federal users, you would find they are very satisfied with their location within the City). Most recently, the relocation of the U.S. Patent and Trademark Office to Alexandria (which required the planning and construction of 2.5 million square feet of office space within contractual time constraints) was managed as a partnership between the City, the developer, and the federal government, which enabled the facility to be constructed on time and within budget.

The following comments on the key EA Resource Areas are provided:

Land Use: Both the Victory Center site and the Mark Center site have been subject to in-depth land use consideration processes, and the approved zoning ordinance contemplates significant office development in those areas. The Alexandria City Council has supported and supports the development of these two sites with the approximate 1.8 million square feet of office space as contemplated in both the WHS proposals. In regard to future expansion capability for WHS, or related private office use: (1) the Victory Center is surrounded by low density flex office/warehouse space which the City contemplates being able to be redeveloped at much

higher densities to meet substantial additional office demand, and (2) the Mark Center site has approximately 1.4 million square feet of existing office space which could be made available to meet future office demands.

Transportation: When the Victory Center site and the Mark Winkler Center sites were considered by the City, transportation studies were undertaken in order to determine how the needed road capacity compared with what capacity was planned or contemplated. While the Virginia Department of Transportation believes that additional traffic analyses of these two sites is warranted, the City is satisfied that the prior analyses which have met the City's rigorous standards sufficiently considered the impact of a WHS-sized facility on local roads. These studies have been recently updated. With the adjacency of these sites to the interstate highways (I-95 and I-395), which are both being improved, it is difficult to see how further studies are needed beyond what VDOT has already undertaken.

Because the WHS site is a relocation of employees, many of whom already travel the I-95 and I-395 corridors, we agree with the conclusion of the EA that the dissipation of the traffic to either of the Alexandria sites is such that the impact to the regional roadway network is manageable. In fact, the relocation of the WHS represents a major opportunity to reduce single occupancy vehicle (SOV) trips. Finally, the density of proposed office development at both sites in Alexandria is consistent with the Metropolitan Washington Council of Governments transportation modeling, which assumed a density of job growth similar to the WHS projected 6,409 employees.

The City is also in the initial stages of implementing a planned doubling of the service and capacity of our City-sponsored DASH bus system. We have started construction of a new DASH bus maintenance facility, which is the first step in this process. This expansion will improve the connectivity of these two sites with the rest of the City, as well as to the Metrorail system.

We fully understand the need for all of the local road infrastructure to be in place by September 15, 2011 (the legislatively mandated BRAC deadline), which is the time WHS needs to be able to move to their new offices at whatever site is selected. Only one of the two Alexandria sites will require additional road capacity to be constructed, and that can occur by the BRAC deadline date.

In the case of the **Victory Center** site, sufficient existing roadway capacity already is in place (Eisenhower is a four-lane avenue with significant underutilized road capacity). No new roadway construction will be needed with the Victory Center site, and therefore the site does not require any Defense Access Roads funding. Also this site is within walking distance of the Van Dorn Metrorail station (although we understand that the adjacency to a Metrorail site has been eliminated as a requirement). The Van Dorn Street interchange with I-95 is nearby. Eisenhower

Avenue is served by three exits from I-95 (Telegraph, Clermont and Van Dorn), there is a new exit being constructed (Mill Road), and major improvements are underway at one exit (Telegraph). Vehicles can also access the site from Van Dorn by using the I-395 Duke Street or Edsall Road exits to reach Van Dorn.

While the Victory Center site does not have VRE access, VRE currently runs on tracks near the Victory Center site. If this site is selected for WHS, the City would study the feasibility of locating a VRE platform behind the Victory Center site (Manassas line) or adjacent to the Van Dorn Metrorail station (Fredericksburg line).

In addition to these transportation improvements related to the Victory Center site, the City has recently adopted a long-range Master Transportation Plan that contemplates Bus Rapid Transit (BRT) service on Van Dorn Street and Eisenhower Avenue. Recent agreements in regard to the HOT lanes on I-395 include the funding of a significant increase in transit service in the Van Dorn corridor in both Fairfax County and Alexandria.

The Victory Center would also have a Transportation Management Plan (TMP) in place that could accommodate the targeted 40% trip reduction level, with the adjacent Metrorail access being a major component of trip reduction.

In the case of the **Mark Center**, traffic studies undertaken when the City approved the Mark Center office density carefully determined what roadway improvements would be necessary. This includes the widening of Seminary Road and the expansion of the turning capacity from Seminary Road into the Mark Center site. With these improvements, which are to be made at developer's expense, City staff is comfortable that sufficient capacity will be created by the proposed and developer-agreed-to improvements and that no additional transportation studies are warranted. Since Duke Realty is funding these road improvements, this site does not require any Defense Access Roads funding.

The Mark Center can accommodate the desired 40% level of trip reduction by using existing TMP measures, and by expanding those measures. The Mark Center land use approvals previously granted by the City require substantial TMP measures which would be required to be expanded if WHS locates to the Mark Center site. The TMP measures include shuttle service, the City-operated DASH bus system, Metrobus, and the proposed governmental shuttle service.

The City's recently adopted long-range Master Transportation Plan includes a Bus Rapid Transit (BRT) corridor on Beauregard Street, which is a short walk from the proposed WHS site.

Air Quality: The EA adequately addresses air quality and its conclusion of *de minimis* air quality impacts at both sites in Alexandria. This is the logical conclusion since this is a relocation project from adjacent Arlington County.

Construction emissions at the two Alexandria sites will be minimal as there are no demolitions of existing buildings required.

Water and Biological Resources: Both Alexandria sites have the required land use and storm water approvals, and the developers plan on ensuring that storm water management reflects best practices. As a result, any concerns about major adverse runoff volumes and velocities are unfounded. In the case of the Victory Center site, the existing old development includes a nearly impervious surface for the entire site. Anything on that site would be better than a No Action alternative. The new development at the Victory Center will reduce the impervious coverage and improve substantially the handling of storm water runoff. This would improve the conditions on the adjacent Resource Protection Area (RPA). The Mark Center, whose master plan with a large, dedicated nature preserve makes it one of the pioneers in ecologically sensitive development, has the necessary storm water management and water quality control measures in place. With the major 44-acre nature preserve proffered by the Mark Winkler Company, the City accepted the replacement of one of the wooded areas with future office development.

Socioeconomics: The EA is silent on the impact on affordable housing of the Mark Winker and the Victory Center sites. The creation of 6,409 jobs at either of these two housing sites would tend to increase rental and ownership housing demand to some degree, and therefore reduce the supply of affordable housing to some extent. The WHS would be a positive economic addition to the City, as it will help mitigate much of the effect of the loss of some 7,200 Department of Defense jobs that have been, or will be, transferred out of the City as part of the BRAC process.

Utilities: The City of Alexandria concurs in the conclusion that the Victory Center and the Mark Winkler sites both have water, electric, natural gas, sanitary sewer access and capacity which will be able to more than adequately meet the needs of the proposed WHS facility.

Public Safety: Because of significant additional planned development and redevelopment in the West End of Alexandria, the City plans at some time in the future to construct and equip a new fire station to serve the West End of the City, where both the Victory Center and the Mark Center sites are located. The City has reserved a parcel of land on Eisenhower Avenue for this purpose.

In conclusion, the City believes that overall the EA report and conclusions are sound and the Finding of No Significant Impact in regard to the Mark Center and the Victory Center WHS proposals is correct. If the City can be of any assistance in further clarification of our comments on the EA, please contact us.

Sincerely,

Mark Jinks
Deputy City Manager

cc: The Honorable Mayor and Members of City Council
Jim Hartmann, City Manager
Faroll Hamer, Director, Planning & Zoning
Tom Culpepper, Deputy Director, Transportation & Environmental Services
Stephanie Landrum, Senior Vice President,
Alexandria Economic Development Partnership

Attachment 3:

INSTITUTE FOR DEFENSE ANALYSES COMMENT LETTER TO NCPC

IDA INSTITUTE FOR DEFENSE ANALYSES

Ruth L. Greenstein, Vice President-Finance & Administration

January 22, 2009

National Capital Planning Commission
401 9th Street, NW
North Lobby, Suite 500
Washington, D.C. 20004

RE: BRAC 133 – Washington Headquarters Service Relocation

Dear Chairman Cogbill and Members of the Planning Commission:

We are submitting these comments in advance of the National Capital Planning Commission's ("NCPC") review of the Army's proposed relocation of the Washington Headquarters Service ("WHS") to Mark Center in Alexandria, Virginia.

IDA owns and occupies the building shown as Building 4 on the attached Preliminary Development Plan for Mark Center (the "Preliminary Plan"). An excerpt of the Preliminary Plan approved by the City of Alexandria is attached as Exhibit "A". IDA also owns the largely unimproved property on which Building 5 is depicted. IDA is currently seeking City approval to construct two smaller buildings on the parcel where Building 5 is located. The WHS proposal will occupy the areas on which Buildings 2A, 2B, 3, and 6 are shown on the Preliminary Plan. Given that the WHS proposal will surround IDA on two sides, the design and operation of the WHS facilities will have a significant impact on IDA's use of our existing and planned buildings.

The purpose of this letter is to briefly set forth each of our concerns about the Army's proposed plans and propose certain solutions.

1. Emergency Road Access. The current WHS plan eliminates the internal road network within Mark Center and will remove one of the dual access points to IDA's property. The elimination of the second access point to IDA's property will leave only one means of ingress and egress which cannot safely accommodate both the ingress of emergency vehicles and the egress of our employees. Therefore, we are requesting that the NCPC recommend a gate, having a crash barrier that can be opened in case of emergency, be included between IDA (Building 4) and the WHS high-rise buildings.

2. Unimpeded Access. The current WHS plan proposes a security gatehouse shortly after the right turn lane onto the road leading to Building 4. Vehicles waiting to clear security into WHS will undoubtedly back up in front of and impede access to and exit from IDA's property. In the evening, a steady flow of cars leaving the WHS facility is likely to make exiting the IDA road both difficult and dangerous. Therefore, IDA

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703-845-2500 • 703-845-2569 fax • rgreenst@ida.org

requests that the NCPC encourage the construction of the slip ramp onto I-395 and recommend: 1) that the security gate be moved as far towards I-395 as possible; and 2) that a second traffic light be installed just prior to the security gatehouse at the intersection of the current access road to IDA's property from Mark Center Drive. If, despite these measures, IDA access remains impeded and/or dangerous, we request that the Army commit itself to fund construction of an alternative access road, on IDA property, as shown in Exhibit "B".

3. Security Fence. The current WHS plan proposes a security fence surrounding the entire WHS development. This security fence will run between WHS and IDA through an area originally planned as a tree preserve/open space area on the Preliminary Plan. While IDA certainly understands the security needs of the Army, IDA requests that the NCPC recommend that the Army install a high quality wrought iron fence or low clearance bollard and cable crash barrier in lieu of a fence. To the extent feasible, IDA also requests that either design incorporate as much landscaping as possible to preserve the aesthetic value of Mark Center.

I look forward to discussing the impacts of the WHS relocation to Mark Center at the NCPC hearing and hope that the issues set forth in this letter will be incorporated into the NCPC recommendations.

Sincerely,

Ruth L. Greenstein

Ruth L. Greenstein

Attachment 4:

CONGRESSMAN JAMES MORAN'S COMMENT LETTER TO CHAIRMAN COGBILL

JAMES P. MORAN
8TH DISTRICT OF VIRGINIA

COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEES:
DEFENSE
INTERIOR

www.house.gov/moran

Congress of the United States
House of Representatives

WASHINGTON OFFICE:
2239 RAYBURN HOUSE OFFICE BUILDING
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DISTRICT OFFICE:
333 N. FAIRFAX STREET
SUITE 201
ALEXANDRIA, VA 22314
(703) 971-4700
FAX: (703) 922-9436

January 28, 2009

The Honorable John C. Cogbill, III
Chairman
National Capital Planning Commission
401 9th Street, NW
North Lobby, Suite 500
Washington, D.C. 20004

Dear Chairman Cogbill:

I am writing to express my vision for the planned implementation of the Base Closure and Realignment ("BRAC") Commission recommendation 133, the relocation of the Washington Headquarter Service ("WHS") personnel. I thank you for this opportunity and request that the National Capital Planning Commission ("NCPC") help ensure that the future development is planned and executed in the best interests of the immediate community and broader region.

As you know, the United States Army selected the Seminary Road site location, more commonly referred to as the Mark Center site, for the relocation of over 6,400 employees out of leased space across the region. While I would have preferred a chosen site more immediately accessible to Metro, I am committed to working with my state, local and federal colleagues and the community to ensure a successful transition to the Mark Center location. To that end, I ask that the NCPC ensure the development meets the following criteria.

1. **Adequate transportation infrastructure.** The network of primary and secondary roads around Seminary Road and Interstate 395 is already overcrowded with traffic during commuter rush hours. In order to accommodate the relocated 6,400 employees, the development must include significant road improvements that anticipate and fully accommodate new commuter traffic. To support these transportation needs, I urge NCPC to approve plans that demonstrate that there will not be a degradation of levels of service on Interstate 395, Seminary Road, Beauregard Street, or other secondary roads that will feed into the new facilities. Additionally, NCPC should approve plans that provide direct access from parking facilities to the Interstate 395 southbound slip, thereby reducing congestion by up to as much as 25 percent on surrounding roads. Planning for current and future

transportation infrastructure demands is absolutely essential for the new development's success.

2. **Increased public transportation options.** Even without an accessible Metro station in the immediate vicinity, the new facilities at the Mark Center location should incorporate a broad and diverse network of public transportation to accommodate the increase of employees commuting to the region. Specifically, the development should create a traffic management program ("TMP") that encourages and incentivizes employees to make use of carpool options or take transit. The development's vision of reducing single occupancy vehicle travel by 40 percent is an aggressive, yet positive approach. To be able to achieve this goal, NCPC should direct that a detailed TMP plan clearly articulate how it will take advantage of existing regional bus service, develop plans for dedicated services to the Pentagon, and encourage alternatives to automobiles such as bicycle commuting or providing benefits for utilizing public transportation. Moreover, if the development limits the number of parking spaces available, it is incumbent for the developer to demonstrate how it will effectively discourage commuter parking in residential communities.

3. **Architectural design.** The new development will ultimately become one of the most visible government sites in Northern Virginia. As such, the structures should fit in with the surrounding community, and, at the very least, comply with the "Alexandria Design Principles" outlined by the City of Alexandria. These principles, including a greater use of glass and articulated roof top, would reduce the appearance of buildings that may be as high as 17 stories and help blend it in more with the horizon. NCPC should direct the development to comply with these local design principles, as well as the local ordinances to ensure that the development is zoning compliant. Additionally, to embrace the most environmentally-friendly design, NCPC should require that the buildings be LEEDS silver rated, and that the developer should consider additional features to make the facilities a model of energy efficiency by the federal government.

4. **Integrity of the wildlife sanctuary.** The 70+ acres of the Winkler Botanical Preserve adjacent to Interstate 395 should remain accessible to the community and should not be negatively affected by the new facilities. The proposed building footprint does eliminate some resource protection area ("RPA") that can be mitigated through improvements to streambeds in the site's drainage area. NCPC should direct that the development not negatively affect the wildlife, but if the circumstances dictate that some RPA is built upon, that additional environmental mitigations are required.

Finally, the remainder of the planning, design, and construction of the new facilities should incorporate significantly more community input than has been afforded in the process thus far. While I believe that the new facilities can benefit both the City of Alexandria and the Department of Defense if sufficient resources are made available, the project cannot succeed without the support of the people that live in the surrounding

neighborhoods. To date, the community has not been adequately recruited as a partner in the new construction. It is my hope that this trend reverses and that NCPC will encourage increased communication in the facilities development.

These requirements are necessary to ensure that the new development at the Mark Center and the relocation of 6,400 federal employees integrates into the existing community and transportation infrastructure. I look forward to working with NCPC in the future on the best planning and site development.

Sincerely,

James P. Moran

JPM/hdb