

City of Alexandria, Virginia

MEMORANDUM

**DATE:** DECEMBER 7, 2010

**TO:** THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

**FROM:** JAMES K. HARTMANN, CITY MANAGER *J*

**SUBJECT:** CONSIDERATION OF AN ENDORSMENT OF PROPOSED SHORT- AND MID-TERM ROAD IMPROVEMENTS TO ALLEVIATE TRAFFIC IMPACTS IN THE VICINITY OF THE MARK CENTER FEDERAL BRAC-133 PROJECT

**ISSUE:** Endorsement of the Short- and Mid-term Road Improvements to mitigate traffic impacts in the vicinity of the Mark Center and the BRAC-133 facility.

**RECOMMENDATION:** That City Council: (1) endorse implementing the recommended Short- and Mid-term Road Improvements as recommended by the Virginia Department of Transportation (VDOT) VaMegaProjects consultant and the City's BRAC-133 Advisory Group; (2) request full funding for additional studies, design and construction of the improvements from the U.S. Department of Defense, and/or other agencies of the U.S. Government; and (3) request that the adjacent and benefited property owners donate any needed right-of-way for these improvements.

**DISCUSSION:** In December of 2008, when the Department of Defense (DoD) acquired the Mark Center site for the BRAC-133 project, it agreed to implement the proffered transportation improvements that had been a part of the Development Special Use Permit (DSUP) for Mark Center in 2004. Those improvements, which include the triple lefts from westbound Seminary Road to southbound Beauregard Street and dual lefts from southbound Beauregard Street to eastbound Mark Center Drive, are under construction today. In 2009, City Council formed the BRAC-133 Advisory Group to create a forum for adjacent neighborhoods to provide input, ideas and recommendations to the City, DoD and to Duke Realty, as well as to serve as a communication forum among all parties. Staff and the BRAC-133 Advisory Group identified additional improvements that could potentially alleviate some of the traffic problems associated with the BRAC-133 facility and the arrival of 6,400 additional people at the Mark Center. The City and the DoD Office of Economic Adjustment (OEA) engaged and jointly paid for VDOT's VaMegaProjects General Engineering Contractor (GEC) to conduct analyses to determine which improvement would be most effective in addressing the traffic impacts.

The GEC analysis identified a set of improvements that would generate significant enhancements to traffic operations in the vicinity of the BRAC-133 facility. These improvements would help mitigate some of the negative traffic impacts of the BRAC-133 project. The implementation of the improvements will help reduce queues and reduce delays at intersections in the vicinity of the BRAC-133 facility. It is contemplated that the project would be done in two phases. Phase I would encompass Improvement Areas 1, 2a, 5 and 7. Phase II would encompass Improvement Areas 2b, 3, 6 and the pedestrian bridge. The Improvement Areas are shown on Attachment 2. Improvement Area 4 has been dropped, as it was determined not effective. Improvement Area 7 would be designed so as not to impact the Winkler Botanical Preserve property. The estimated cost of these improvements is \$13 million to \$15 million. On November 17, 2010, these improvements were presented, along with the preliminary cost estimates, to the BRAC-133 Advisory Group. If the short and mid-term improvements proceed with reasonable speed, Phase I of these improvements could be completed in early 2013 with Phase II complete near the end of 2013. The BRAC-133 Advisory Group adopted a resolution (Attachment 3) recommending that the City Council implement all of the GEC recommended improvements. It should be noted that the long term alternatives which would provide access from the northbound I-395 HOV lanes to the Seminary Road overpass is currently under study by VDOT.

**FISCAL IMPACT:** The projected cost of these short and mid-term improvements is estimated at between \$13 and \$15 million. Since the triggering action on this list of proposed improvements was the Department of Defense's decision to locate the BRAC-133 project at the Mark Center, there is a reasonable nexus in having the federal government pay for these road improvements through a revised Defense Access Roads program (which is currently being studied by the National Academy of Sciences) or other DoD or alternative federal funding source. The BRAC-133 Advisory Group also recommended Duke Realty as a possible additional funding source. Duke has indicated (Attachment 4) that they believe that "there is no basis to impose any additional costs" on them for these short- and mid-term road improvements. However, it would seem reasonable for the City to request that any needed right-of-way for these improvements be donated by the adjacent property owners such as Duke Realty who would benefit from the improvements. If Council wished to further press Duke Realty on the funding issue, it could insert the phrase "and Duke Realty" after the word "entity" in the last paragraph of the proposed Council resolution.

**ATTACHMENTS:**

- Attachment 1: Proposed Resolution
- Attachment 2: Map showing the recommended improvements
- Attachment 3: BRAC-133 Advisory Group Resolution
- Attachment 4: Duke Realty Letter of November 19, 2010

**STAFF:**

- Mark Jinks, Deputy City Manager
- Richard J. Baier, P.E., LEED AP, Director, T&ES
- Abi Lerner, P.E., Deputy Director, T&ES
- David B. Grover, AICP, BRAC-133 Coordinator

**RESOLUTION NO.**

**WHEREAS**, The United States Department of Defense (DoD) has selected and purchased a building site at the Mark Center as the location to construct a major office building and associated facilities (BRAC-133 facility) for occupancy by the Washington Headquarters Service and other DoD agencies; and

**WHEREAS**, this BRAC-133 facility will entail approximately 1,750,000 square feet of office space and house approximately 6,400 employees; and

**WHEREAS**, transportation improvements proffered with the 2004 approval of the 2004 Mark Winkler office development are now under construction; and

**WHEREAS**, City Council created the BRAC-133 Advisory Group to create a forum for developing ideas and recommendations relating to the transportation improvements and other issues associated with the BRAC-133 facility, as well as to serve as a communications forum among all parties; and

**WHEREAS**, those proffered improvements alone will not mitigate the impacts on traffic around the Mark Center once the BRAC-133 facility opens in September 2011; and

**WHEREAS**, the City in cooperation with the Office of Economic Adjustment (OEA) contracted with the VDOT General Engineering Contractor (GEC) to analyze and make recommendations for short- and mid-term road improvements to further mitigate traffic impacts from the BRAC-133 facility; and

**WHEREAS**, GEC made a recommendation to the BRAC-133 Advisory Group with respect to such Short- and Mid-term Road Improvements; and

**WHEREAS**, the Short- and Mid-term Road Improvements encompass GEC Improvement Areas Phase I (Improvement Areas 1, 2a, 5 and 7) and Phase II (Improvement Areas 2b, 3, 6 and the pedestrian bridge); and

**WHEREAS**, the BRAC-133 Advisory Group adopted a resolution on November 17, 2010 to recommend that the City Council implement the GEC recommended Short- and Mid-term Road Improvements.

**NOW, THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF ALEXANDRIA, VIRGINIA THAT**

City Council endorses the Short- and Mid-term Road Improvements and hereby authorizes the City Manager to pursue by all reasonable means the securing of funding from the Department of Defense or any other appropriate Federal Government entity for the environmental analyses, engineering design, and construction and related costs of the Short- and Mid-term Road Improvements recommended by the GEC, as well as to seek right-of-way donations from the adjacent and benefited property owners.

ADOPTED: \_\_\_\_\_

\_\_\_\_\_  
WILLIAM D. EUILLE, MAYOR




ATTEST:



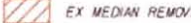
\_\_\_\_\_  
Jacqueline M. Henderson, CMC City Clerk



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**LEGEND**

|   |                                     |
|---|-------------------------------------|
|  | ASPHALT PAVEMENT WIDENING           |
|  | CONCRETE PAVEMENT (MEDIAN/SIDEWALK) |
|  | AREAS CURRENTLY UNDER CONSTRUCTION  |

|   |                    |
|---|--------------------|
|  | PROP. R/W          |
|  | EX. R/W            |
|  | EX. MEDIAN REMOVAL |




VDOT NORTHERN VIRGINIA DISTRICT  
**MARK CENTER**  
 SHORT/MID-TERM IMPROVEMENT  
 ALT E

SCALE: N.T.S.      SHEET: 5 of 5      DATE: OCTOBER 16, 2010



**RESOLUTION**

**WHEREAS**, the City Council established the BRAC-133 Advisory Group in February 2009 to create a forum for adjacent neighborhoods to provide input, ideas and recommendations to the City, the Army and to Duke Realty, as well as serve as a communication forum among all parties; and,

**WHEREAS**, the City and VDOT engaged a consultant to conduct an analysis of Short and Mid-term road improvements to address the anticipated traffic problems generated by the BRAC-133 facility located at the Mark Center; and,

**WHEREAS**, the consultant conducted such an analysis, prepared cost estimates and presented their recommendations to the BRAC-133 Advisory Group on November 17, 2010; and,

**WHEREAS**, the cost of these additional analyses generate a financial burden on the City of Alexandria as it seeks to mitigate the impacts of the BRAC-133 facility on transportation and other services; and,

**WHEREAS**, the BRAC-133 Advisory Group has carefully considered the recommendations of the consultant with regard to alternatives for short and mid-term transportation improvements in the immediate vicinity of the BRAC-133 facility.

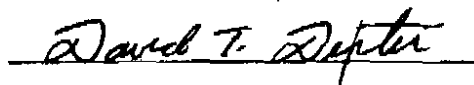
**NOW, THEREFORE BE IT RESOLVED BY THE BRAC-133 ADVISORY GROUP**

1. That a recommendation be forwarded to the Alexandria City Council in support of the recommendations put forward by the consultant to implement Short and Mid-term traffic improvements as outlined herein, and identified as Alternative E Phased.
2. That Alternative E Phased shall include two phases.
3. That Phase I shall include Alternative D (Improvement areas 1,2a, 5 and 7)
4. That Phase II shall include Alternative E (Improvement areas 2b, 3, 6, and Pedestrian Bridge)
5. That the preferred procurement method is design-build and that projects from either Phase I or Phase II should be completed as soon as circumstances permit.

**AND BE IT FURTHER RESOLVED BY THE BRAC-133 ADVISORY GROUP**

That City Council request the Federal Government and/or Duke Realty and/or other comparable alternative sources bear the full cost of these analyses and the full cost of implementing the improvements.

ADOPTED: November 17, 2010



David Dexter, Chair  
BRAC-133 Advisory Group



Geoffrey Goodale, Vice Chair  
BRAC-133 Advisory Group



4900 Seminary Road  
Suite 900  
Alexandria, VA 22311  
703 578.7700  
www.dukerealty.com

VIA EMAIL

November 19, 2010

The Honorable Mayor William Euille  
Alexandria City Hall  
301 King Street  
Alexandria, Virginia 22314

Dear Mayor Euille:

I am writing in reference to the draft resolution provided to the City Council by the BRAC 133 Advisory Group on November 18, 2010. We felt that it was important to clarify our position on the resolution.

As an appointed and participating member of the Advisory Group, Duke Realty did not support the resolution, as drafted, to the extent that it seeks to impose the financial responsibility of implementing the road improvements on Duke Realty. We wanted to be clear that Duke Realty does fully support the recommendations outlined in the report prepared by the City and VDOT consultants retained to study and analyze short and mid term improvements to the roadways in the Beauford/Seminary/I-395 network.

Full approval for the development of Mark Center was received from the City in the Development Special Use Permit (DSUP) process in 2004. The road improvements required by the City at that time as a condition of the DSUP have been permitted, are presently being constructed and should be completed soon. At the time the DSUP was approved, the City considered the additional density associated with the proposed development and determined that the roadway improvements currently under construction would be sufficient to handle the density. In addition, in 2003 – 2004, the City considered the very debate that is continuing in 2010 over traffic that the then proposed and now approved density will bring. The BRAC 133 project will not add density to Mark Center beyond that approved in 2004 (and has been repeatedly pointed out, actually reduces by a significant percentage the total number of parking spaces that was approved by the City in 2004, resulting in fewer vehicles trips than contemplated in 2004). Therefore, there is no basis to impose any additional costs and/or development conditions on Duke Realty.

We look forward to continuing to work with the City on solutions to the traffic challenges in the area.

Sincerely,

A handwritten signature in black ink, appearing to read "Peter S. Scholz".

Peter S. Scholz

Senior Vice President  
Washington DC Operations

cc: City Council  
BRAC 133 Advisory Group

**RESOLUTION NO. 2427**

**WHEREAS**, The United States Department of Defense (DoD) has selected and purchased a building site at the Mark Center as the location to construct a major office building and associated facilities (BRAC-133 facility) for occupancy by the Washington Headquarters Service and other DoD agencies; and

**WHEREAS**, this BRAC-133 facility will entail approximately 1,750,000 square feet of office space and house approximately 6,400 employees; and

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**WHEREAS**, GEC made a recommendation to the BRAC-133 Advisory Group with respect to such Short- and Mid-term Road Improvements; and

**WHEREAS**, the Short- and Mid-term Road Improvements encompass GEC Improvement Areas Phase I (Improvement Areas 1, 2a, 5 and 7) and Phase II (Improvement Areas 2b, 3, 6 and the pedestrian bridge); and

**WHEREAS**, the BRAC-133 Advisory Group adopted a resolution on November 17, 2010 to recommend that the City Council implement the GEC recommended Short- and Mid-term Road Improvements.

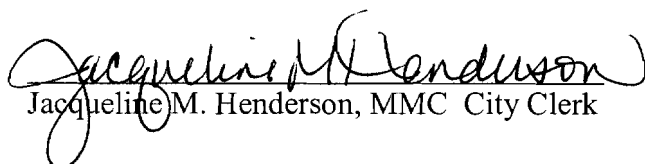
**NOW, THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF ALEXANDRIA, VIRGINIA THAT**

City Council endorses the Short- and Mid-term Road Improvements and hereby authorizes the City Manager to pursue by all reasonable means the securing of funding from the Department of Defense or any other appropriate Federal Government entity for the environmental analyses, engineering design, and construction and related costs of the Short- and Mid-term Road Improvements recommended by the GEC, as well as to seek right-of-way donations from the adjacent and benefited property owners.

Adopted: December 14, 2010

  
\_\_\_\_\_  
**WILLIAM D. EULLE MAYOR**

ATTEST:

  
Jacqueline M. Henderson, MMC City Clerk



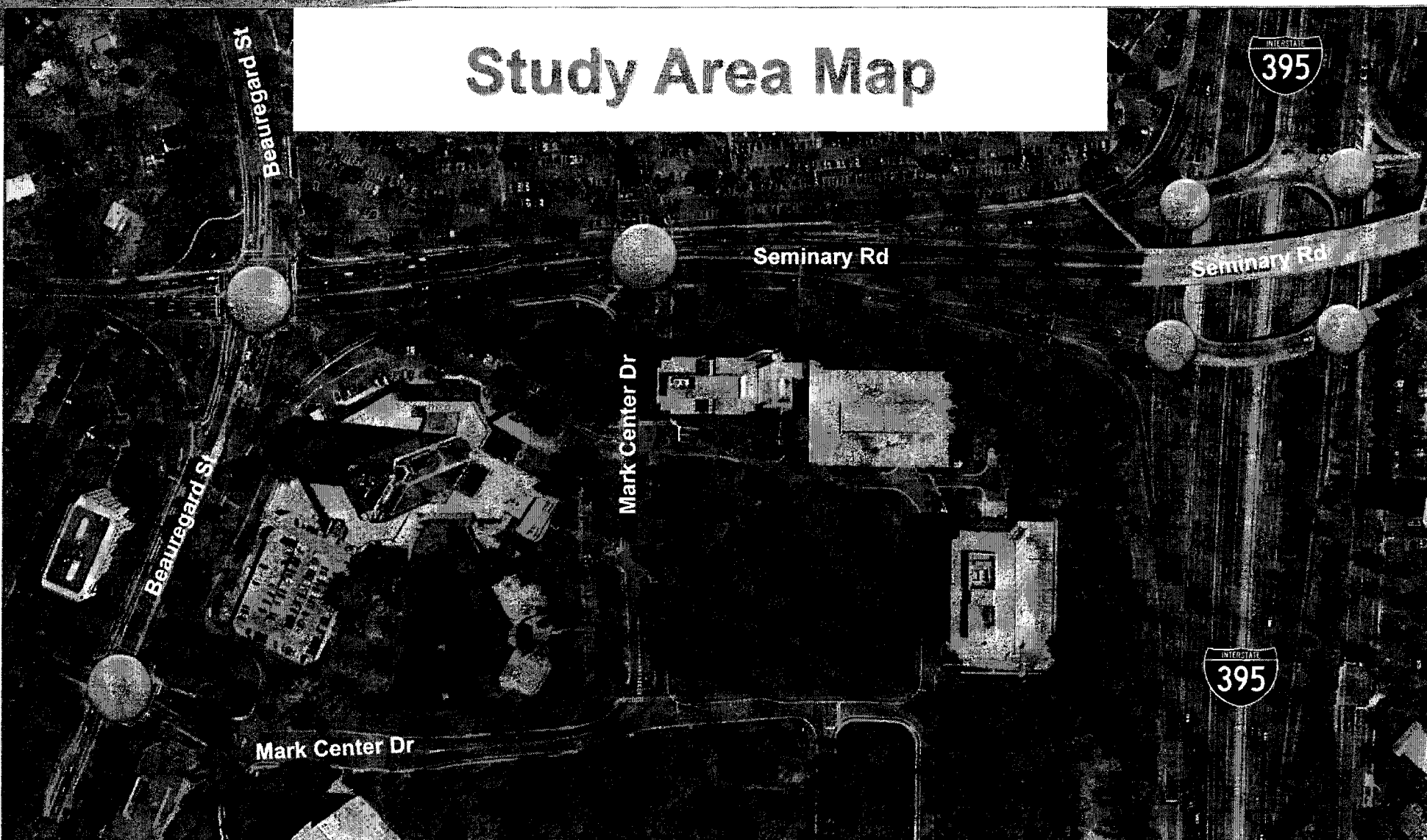
**MARK CENTER (BRAC 133)  
Short/Mid-Term Improvements Study**

**City of Alexandria**





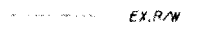

**December 14, 2010**

**Alexandria, VA**

# Study Area Map



**LEGEND**

-  ASPHALT PAVEMENT WIDENING
-  CONCRETE PAVEMENT (MEDIAN/SIDEWALK)
-  AREAS CURRENTLY UNDER CONSTRUCTION
-  PROP. R/W
-  EX. R/W
-  EX. MEDIAN REMOVAL

**VDOT** Virginia Department of Transportation

**VIRGINIA MEGAPROJECTS**

VDOT NORTHERN VIRGINIA DISTRICT

**MARK CENTER**

**AREAS CURRENTLY UNDER CONSTRUCTION**



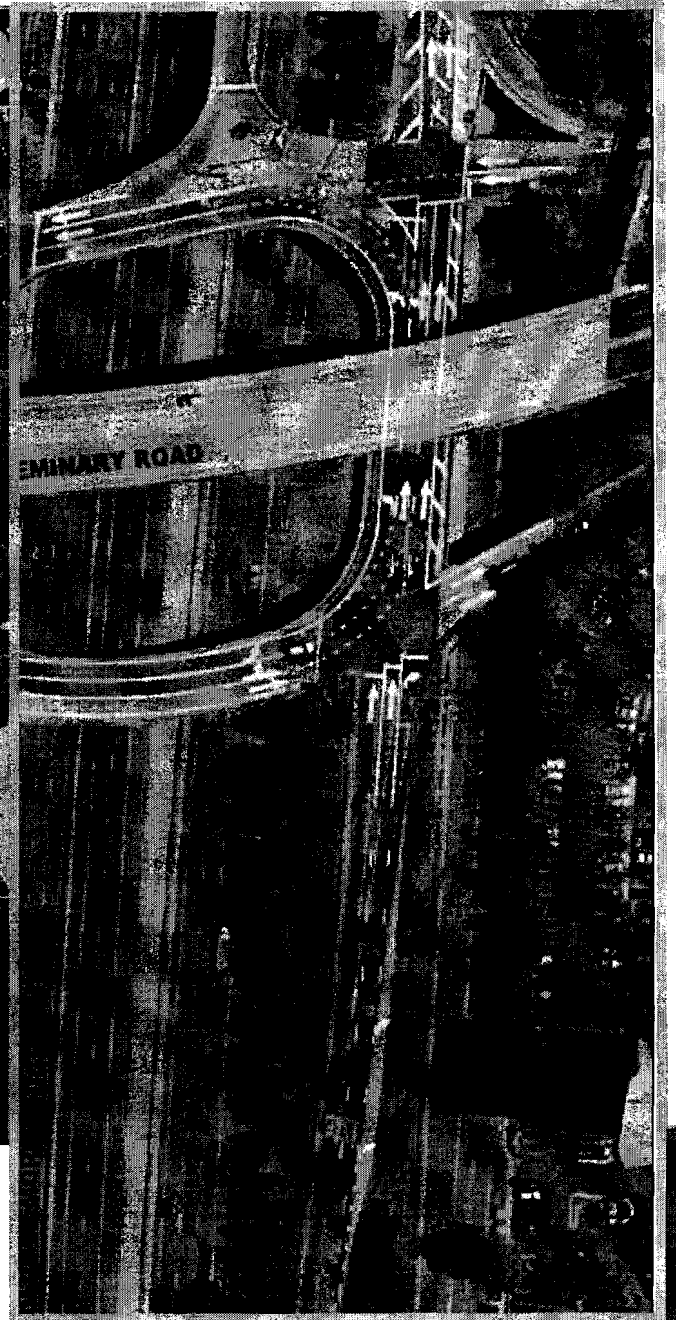
SCALE: N.T.S.      SHEET:      DATE: OCTOBER 16, 2010

# IMPROVEMENT OPTIONS

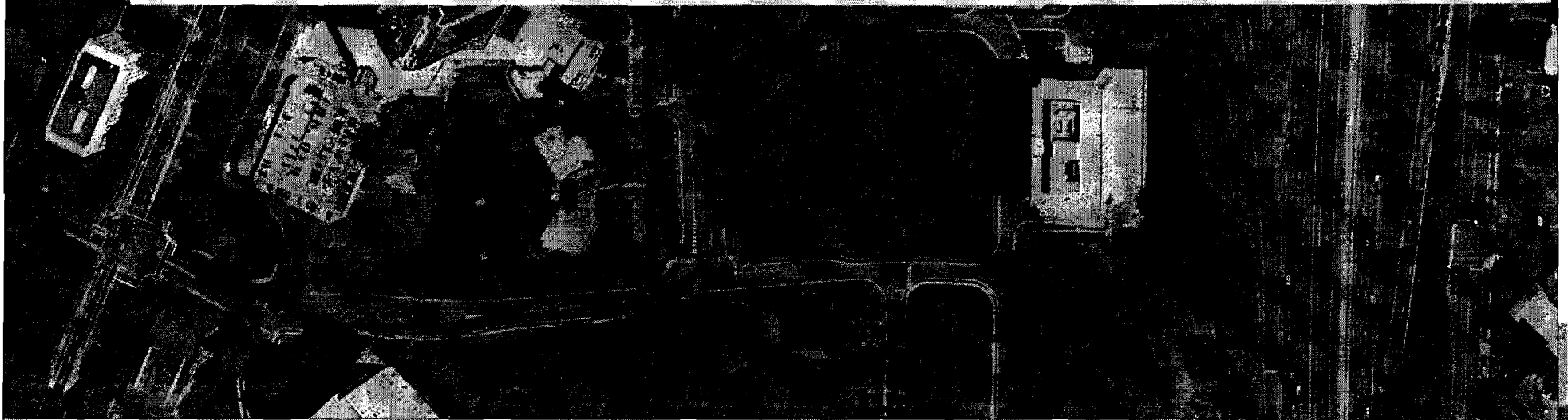
VDOT



VIRGINIA  
MEGAPROJECTS



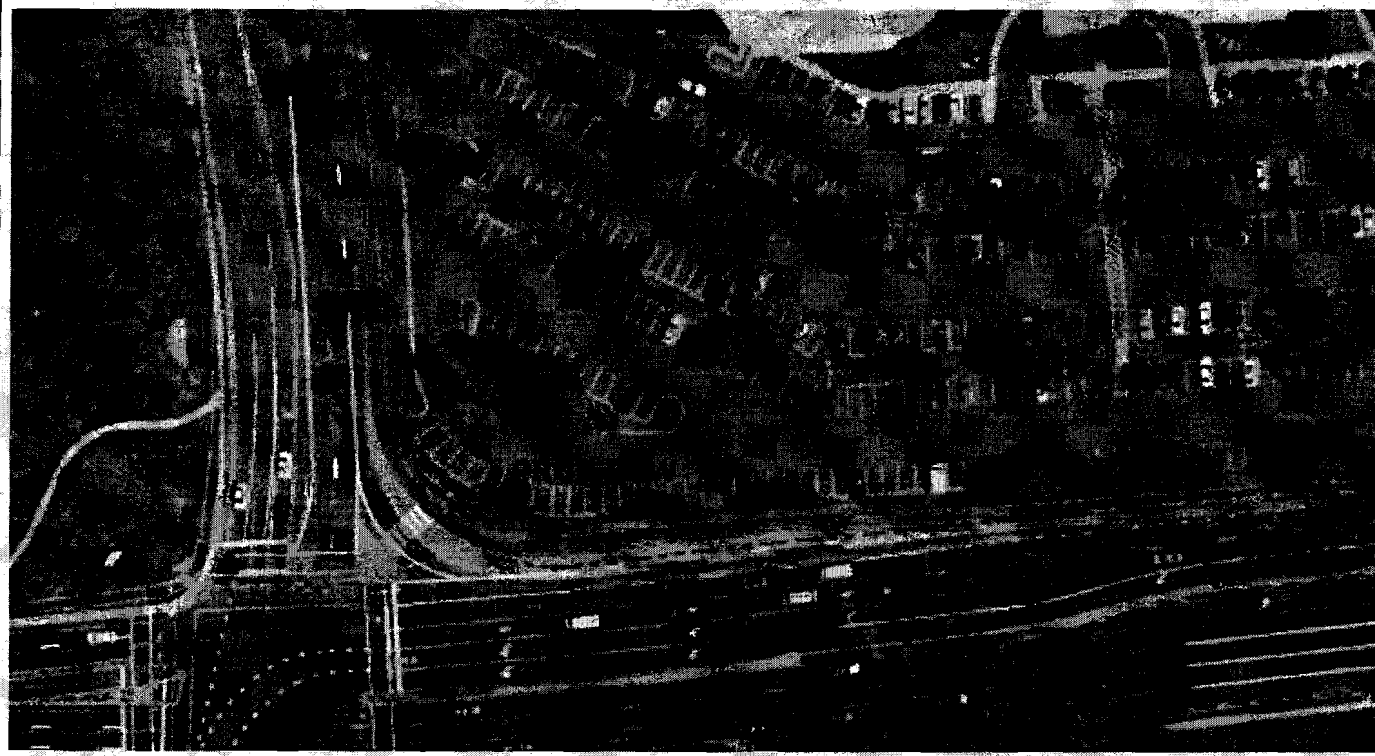
**Improvement  
at Location 1**



**Improvements  
at Locations 1 & 2**







**Improvements  
at Locations 1, 2, 3, 5 & 7**

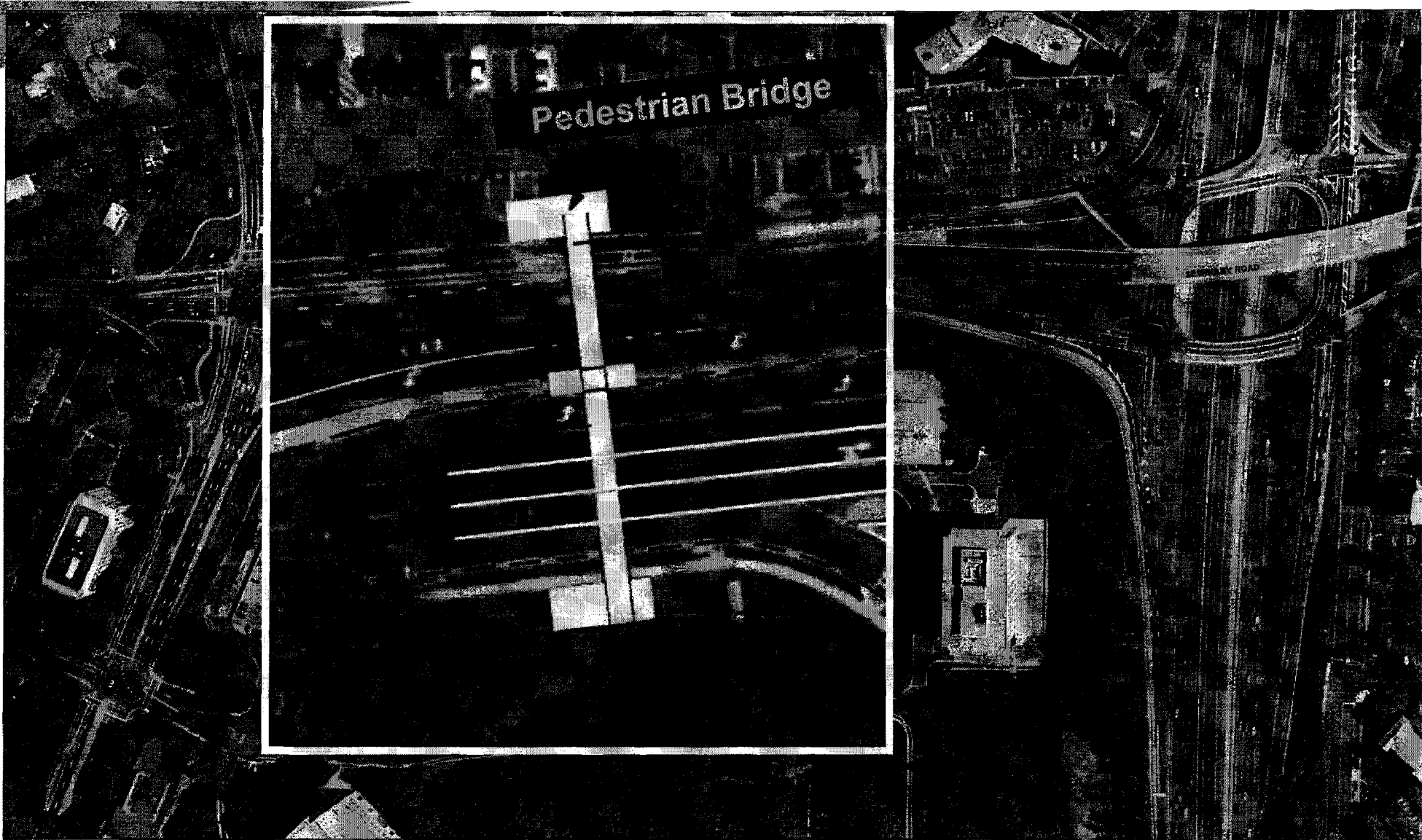




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**Improvements at Locations 1, 2, 3, 5, 6 & 7  
with Pedestrian Bridge**



# AM PEAK HOUR TRAFFIC OPERATIONAL CONDITIONS

VDOT



VIRGINIA  
MEGAPROJECTS

Average Queues  
and Level of Service

AM Peak Hour



2015 Alternative E  
vs. 2015 Baseline

BRAC 133  
Mark Center

D/D

Beaufegard St

E/F

Mark Center Dr

C/E

Seminary Rd

C/E

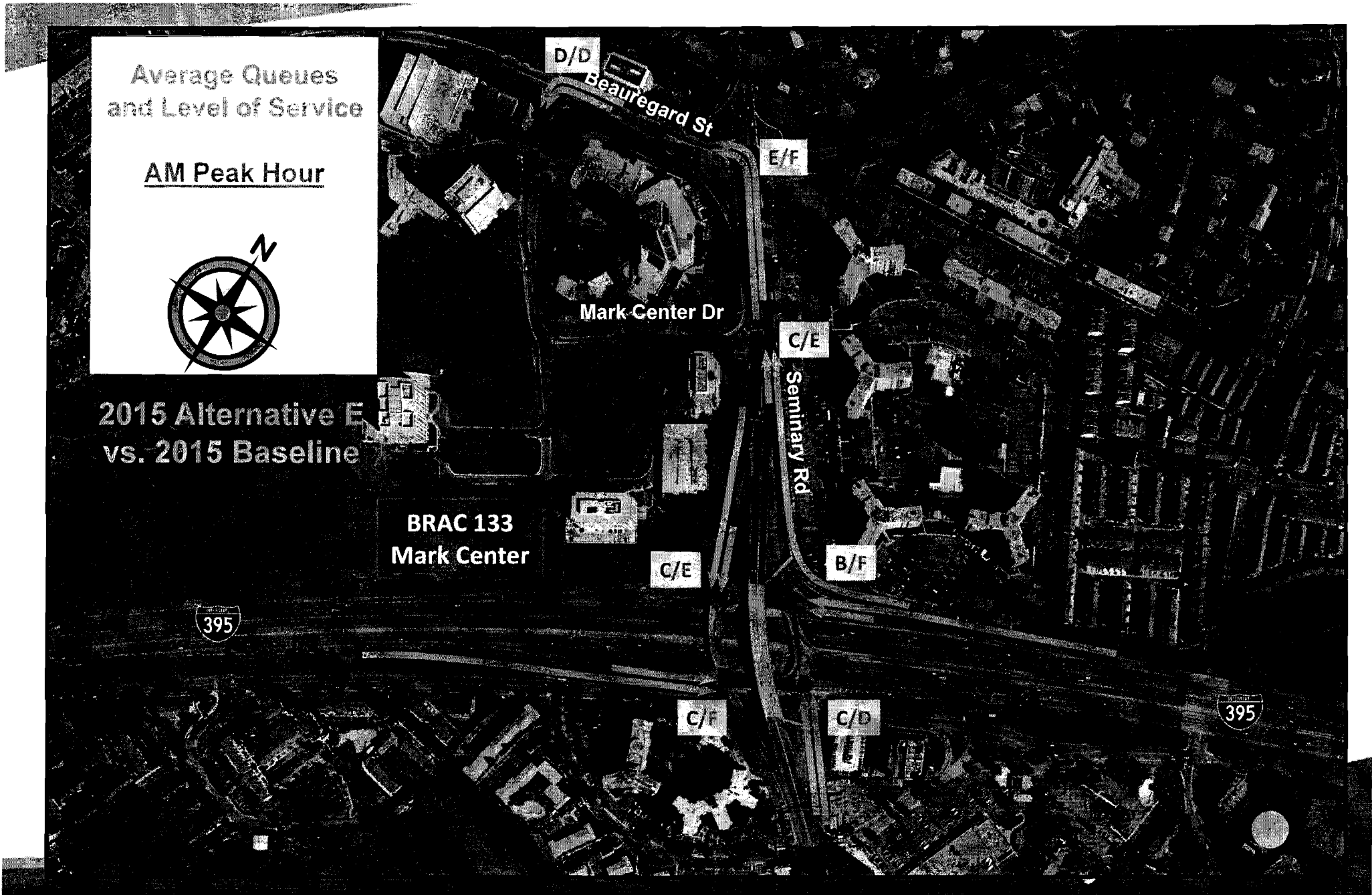
B/F

395

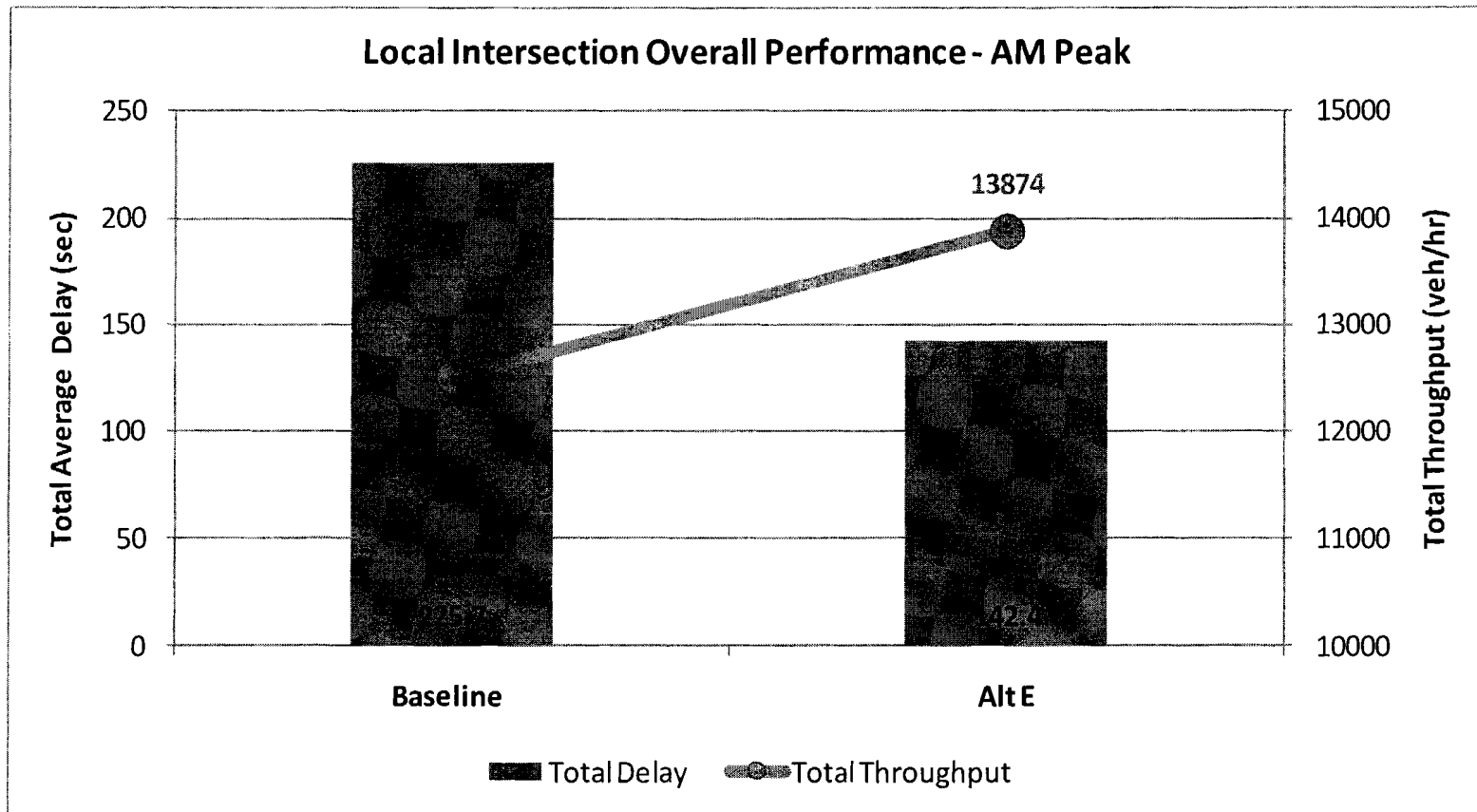
C/E

C/D

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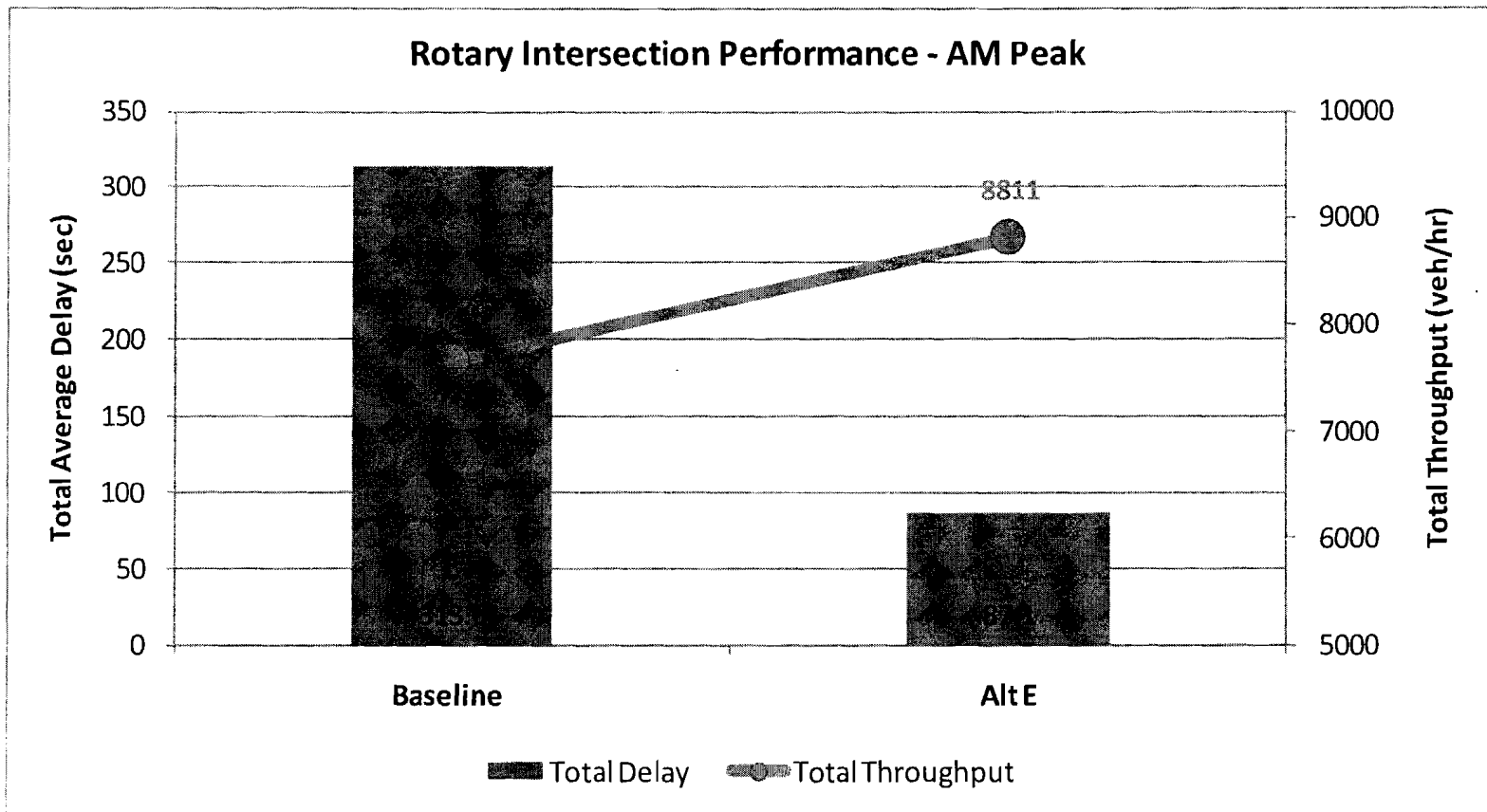


# Local Intersection Overall Performance – AM Peak



VDOT

# Rotary Intersection Overall Performance – AM Peak





# PM PEAK HOUR TRAFFIC OPERATIONAL CONDITIONS

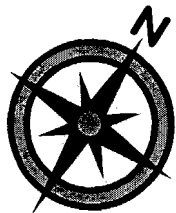
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VIRGINIA  
MEGAPROJECTS

Average Queues  
and Level of Service

PM Peak Hour



2015 Alternative E  
vs. 2015 Baseline

BRAC 133  
Mark Center

C/F

Beauregard St

D/F

Mark Center Dr

F/F

Seminary Rd

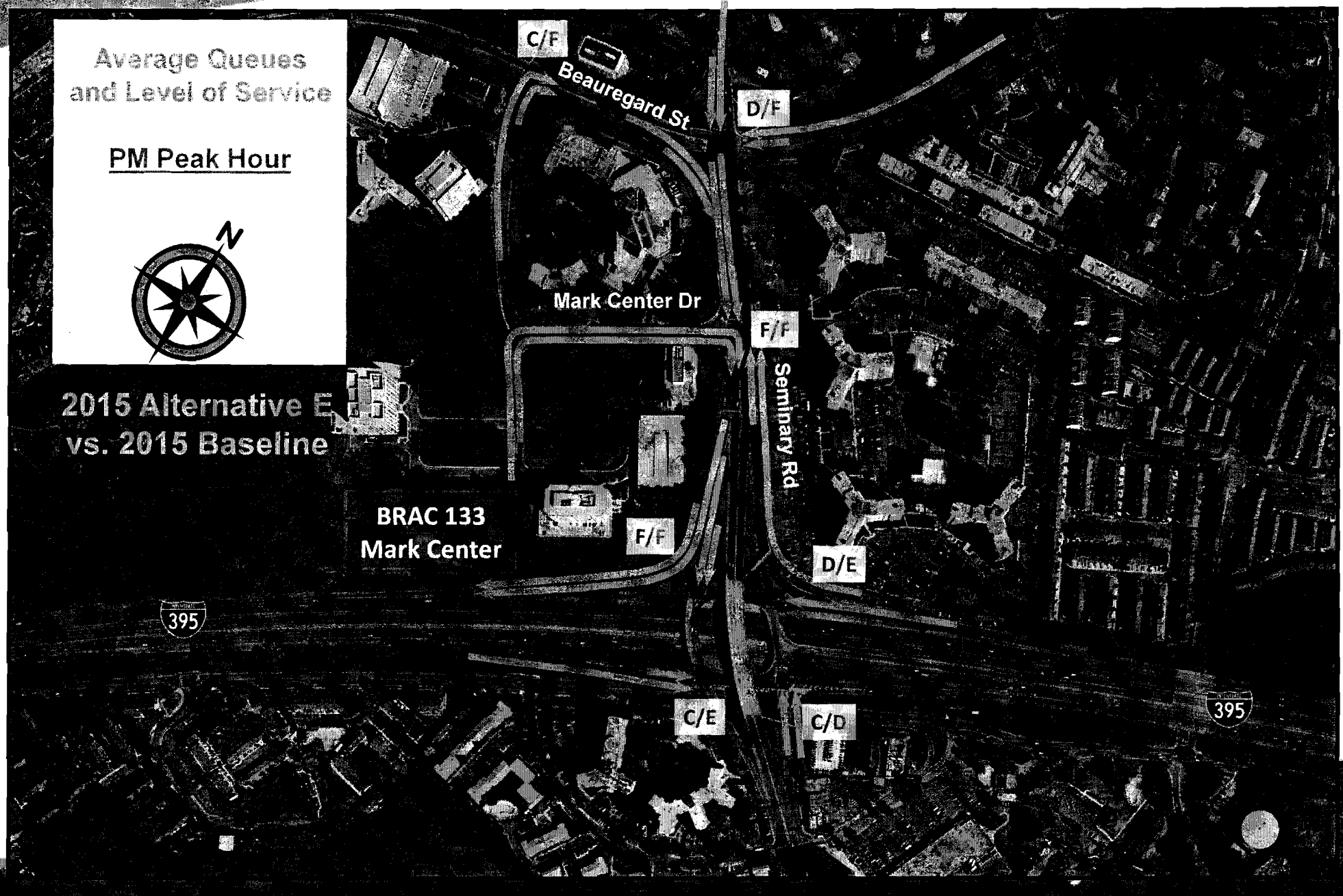
F/E

D/E

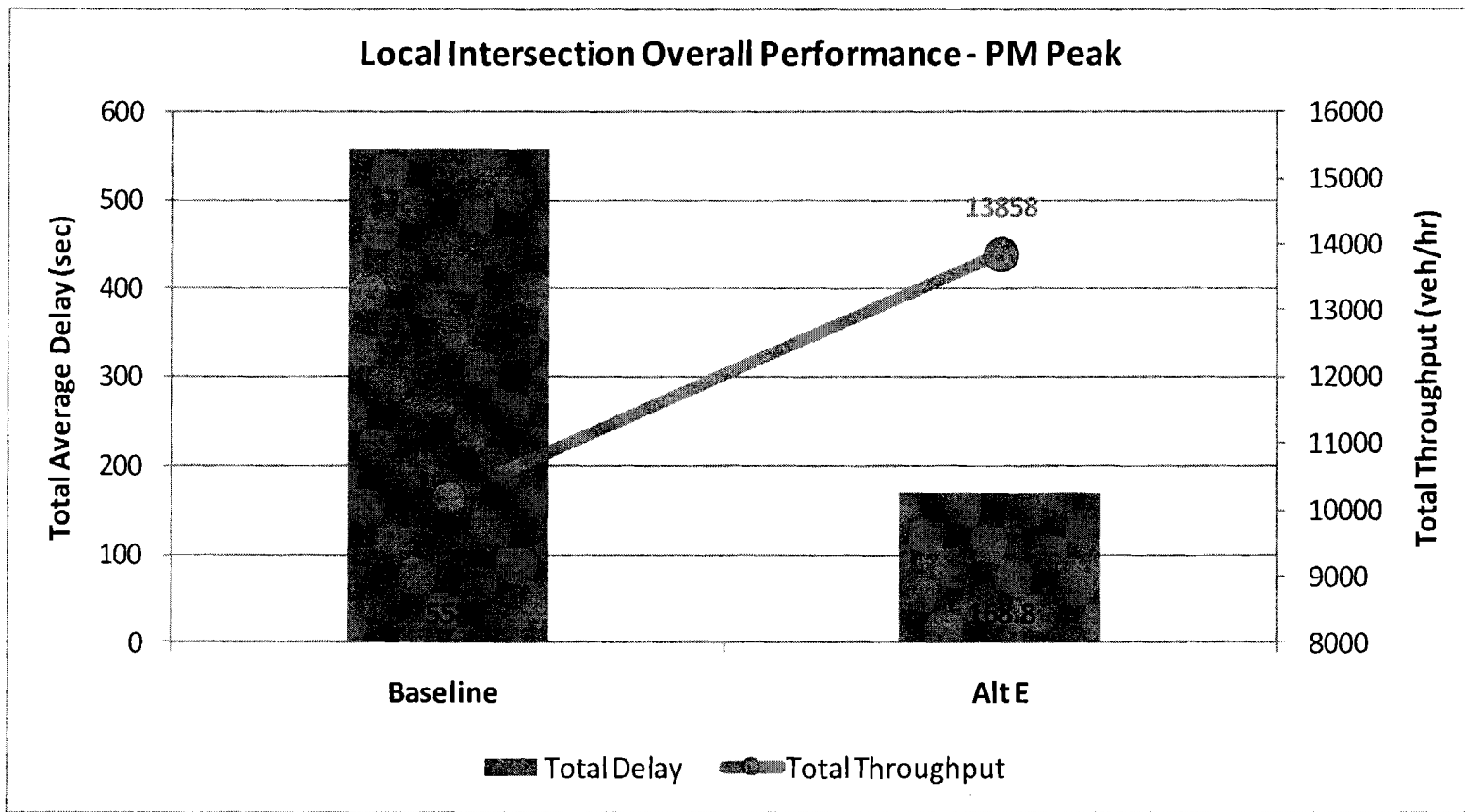


C/E

C/D

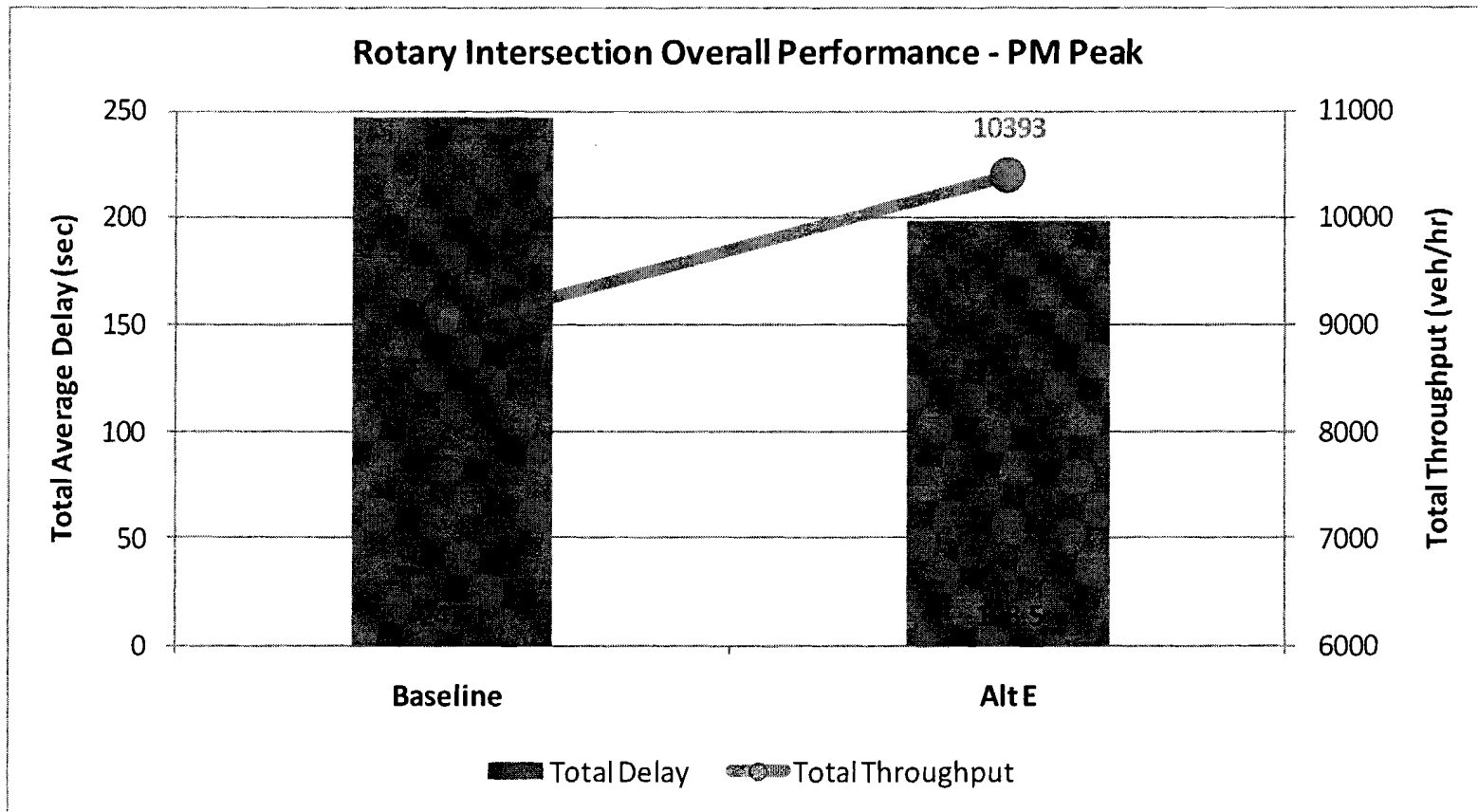


# Local Intersection Overall Performance – PM Peak





# Rotary Intersection Overall Performance – PM Peak



VDOT



VIRGINIA  
MEGAPROJECTS

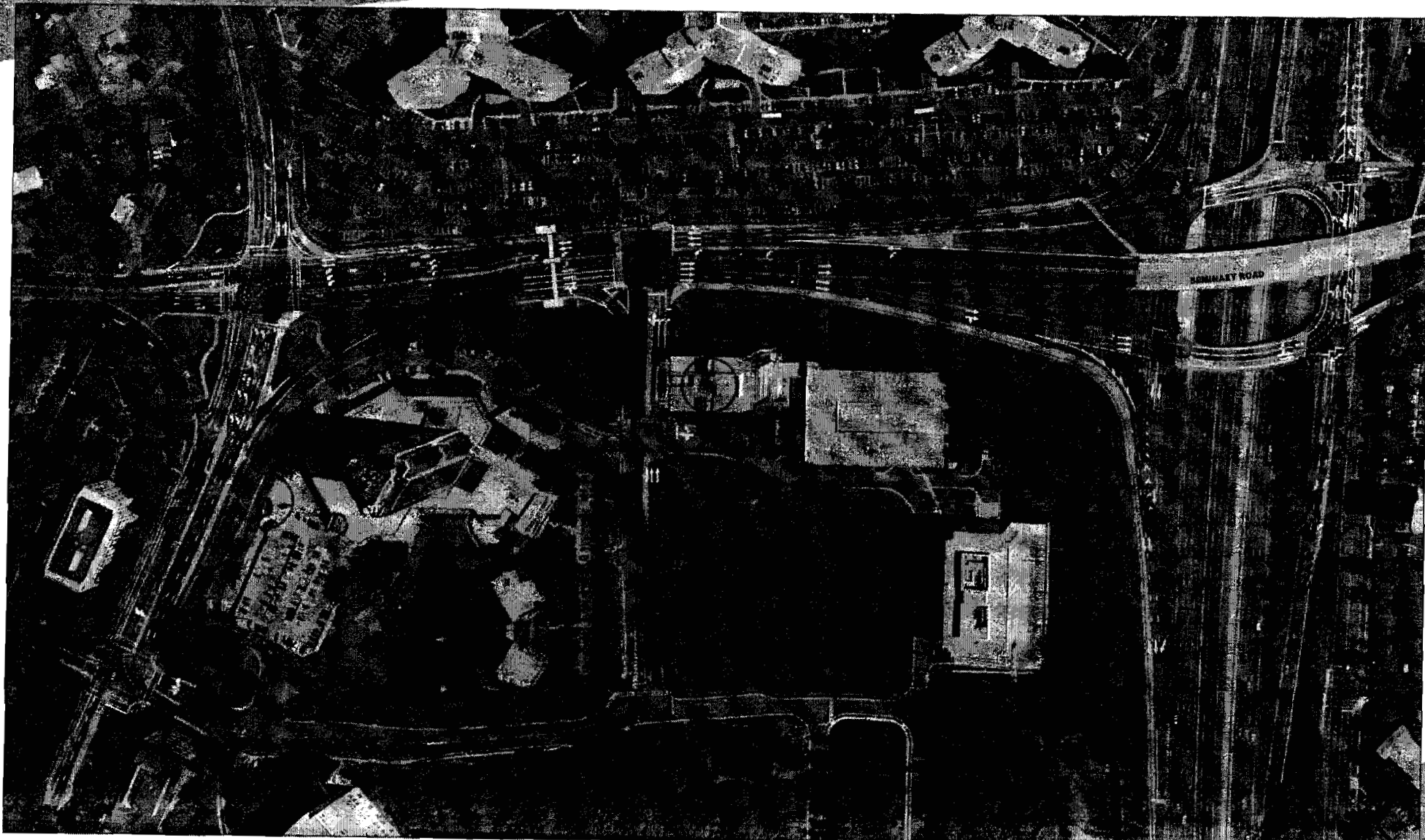
## Study Recommendation

- Alternative E Phased
  - Phase I – (Improvement areas 1, 2a, 5 and 7)
  - Phase II – (Improvement areas 2b, 3, 6 & Ped. Bridge)
- Design-Build Procurement (pending funding)



**Phase I**





**Phase II**





# Preliminary Cost Estimate

- Phase I – \$5 - 6 Million
- Phase II – \$12 - 14 Million
- Total - \$ 17- 20 Million

# Schedule




| ID | Task Name                                 | Start      | Finish     | 2010                           |     | 2011 |     |     |     |     |     |     |     |     |     |     |     | 2012 |     |     |     |     |     |     |     |     |     |     |     | 2013 |     |     |     |     |     |     |     |     |     |     |     |
|----|---|------------|------------|--------------------------------|-----|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
|    |   |            |            | Nov                            | Dec | Jan  | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan  | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan  | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec |
|    |   |            |            |                                |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 1  | Mark Center Short/Mid-Term Improvements   | 11/8/2010  | 11/29/2013 | [Task - Critical Path]         |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 2  | Complete Study                            | 11/8/2010  | 1/28/2011  | [Task - Critical Path] 3 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 3  | FHWA Review and Concurrence               | 1/31/2011  | 4/22/2011  | [Task - Critical Path] 3 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 4  | Preliminary Design/Procurement Documents  | 4/25/2011  | 10/7/2011  | [Task - Critical Path] 6 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 5  | NEPA (Environmental Approval)             | 4/25/2011  | 10/7/2011  | [Task - Critical Path] 6 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 6  | R/W Documents & Acquisition               | 9/12/2011  | 4/20/2012  | [Task - Critical Path] 8 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 7  | DB Procurement                            | 10/10/2011 | 2/24/2012  | [Task - Critical Path] 5 mons  |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 8  | Design-Build Construction                 | 2/27/2012  | 11/29/2013 | [Task - Critical Path]         |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 9  | Phase I (1, 2a, 5 and 7)                  | 2/27/2012  | 1/25/2013  | [Task - Critical Path] 12 mons |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |
| 10 | Phase II (2b, 3, 6 and pedestrian bridge) | 4/23/2012  | 11/29/2013 | [Task - Critical Path] 21 mons |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |      |     |     |     |     |     |     |     |     |     |     |     |

City Council Presentation  
December 14

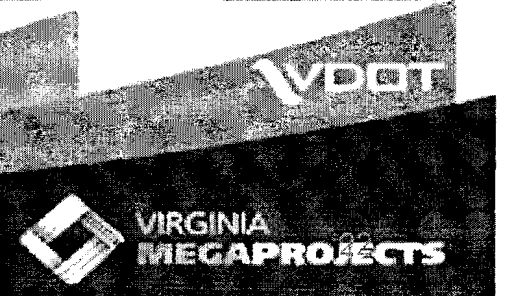
BRAC 133 Opening

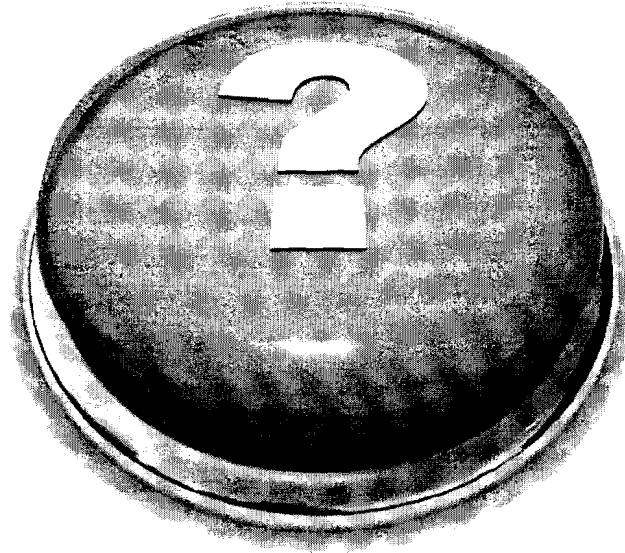
Finish of Phase I

Finish of Phase II

 Task  
 Task - Critical Path  
 Summary

Tasks 2&3 Funded  
 Tasks 4-10 Dependent on Funding





Q & A

VDDT



VIRGINIA  
MEGAPROJECTS