

1.0 Introduction

1.1 History of the Project

To mitigate the administration and operations of the Armed Forces and to achieve cost efficiency, numerous realignment and closure actions for domestic military installations and Department of Defense (DoD) organizations were recommended by the Base Realignment and Closure (BRAC) Commission. The recommendations became law after presidential concurrence, and must be implemented. One such recommendation involved the relocation of various defense agency personnel and activities, including Washington Headquarters Services (WHS) from leased space within the National Capital Region (NCR) to Fort Belvoir, Virginia. The proposed relocation demanded about 1.75 million square feet of existing or newly-constructed office space and 1.3 million square feet of associated parking facilities. Due to land use, environmental considerations, and transportation limitations within Fort Belvoir to accommodate the proposed demand, alternative sites throughout Northern Virginia were evaluated during 2007-2008 for implementing the proposed relocation¹. The Mark Center development in Alexandria, Virginia was chosen as the site for a portion of the relocation, termed BRAC 133, after careful consideration of project timelines, transportation management, available space requirements, site adaptability, mission coordination requirements, proximity to Pentagon, contractor support relationships, quality of life, and change of residency or school requirements for employees. The site is an established mixed-use business park that had already been allocated by the City of Alexandria for redevelopment into office space and structured parking. A Transportation Management Plan (TMP) for the previous site was approved by the City in 2003². The site will be owned by the Department of the Army (the Army) as an extension of Fort Belvoir and will accommodate 24 DoD organizations.

As shown in Figure 1-1, the BRAC 133 site is located adjacent to Interstate 395 (I-395), and is bounded by Seminary Road to the east and North Beauregard Street to the north. The new complex will consist of two multi-story office towers – a 15-story building and a 17-story building – as well as two parking garages and a publicly-accessible Transportation Center. A total of 6,409³ DoD personnel, comprised of both federal employees and contractor staff, will be relocated to BRAC 133. As mandated by the 2005 BRAC legislation, the move will occur by September 15, 2011.

The United States Army Corps of Engineers (USACE) is responsible for construction of the BRAC 133 facility, and in this role, has taken responsibility for developing this TMP; upon completion of the building, ownership will be transferred to the Army. The move is being managed by WHS, who will also manage the building after opening day. The Pentagon Force Protection Agency Parking Management Branch (PFPA PMB) will manage parking at the building.

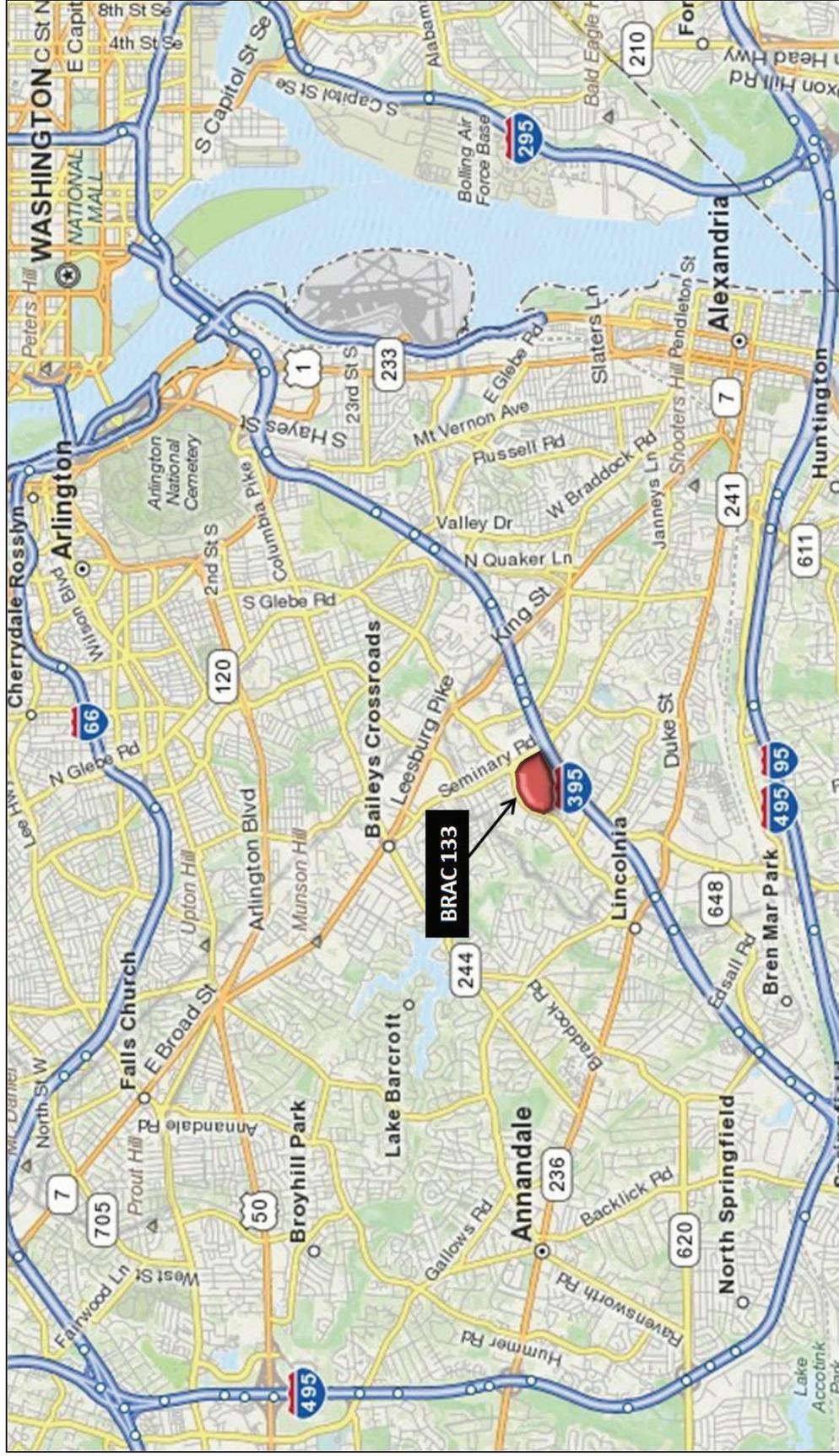
¹ Belvoir New Vision, DoD BRAC 133 Project at Mark Center, available online at

http://www.belvoirnewvision.com/files/FINAL_BRAC133_Website_Collateral%5B1%5D.pdf

² *Mark Center Parcel 1A and 1B Traffic Impact Study and Transportation Management Plan*, Wells & Associates, LLC for The Mark Winkler Company, March 31, 2003.

³ In addition to the 6,409 BRAC employees, there will be 150 other federal and non-federal employees at BRAC-133 providing a range of support functions, including security, IT, building management, and other service functions.

Figure 1-1: Regional Location of the BRAC 133 Site



Source: ©2010 MapQuest, Inc.

1.2 Community Outreach and Coordination

USACE and DoD have been coordinating closely with the existing community at Mark Center. This coordination has included regular meetings with Duke Realty Corporation, the property owner for the majority of the commercial properties at Mark Center, as well as extensive communication with area residents through the BRAC Advisory Group. The group was established by the City of Alexandria to serve as a forum for developing ideas and recommendations related to transportation improvements and other issues associated with the BRAC relocation to Mark Center⁴. USACE has attended and actively participated in the monthly BRAC Advisory Group meetings since the group's inception in early 2009 and has invited comments from both the Group and the general public on the June 2010 draft of this TMP. These comments have been addressed and are included in Appendix A. Additionally, an ad hoc committee was formed in June of 2010 as an extension of the BRAC Advisory Group to promote critical ongoing planning and communication with area residents as DoD occupies the site and becomes part of the Mark Center community. The BRAC 133 Ad Hoc Committee includes representatives from DoD, the City of Alexandria, and the public. The committee is making progress on the operational aspects of the TMP, with a specific focus on shuttle routing and service providers. The committee will continue meeting in order to ensure that the TMP is successfully executed prior to occupation of the building in 2011.

1.3 Purpose of the Transportation Management Plan

The purpose of a TMP is to establish a plan to promote more efficient employee commuting patterns by minimizing single occupancy vehicle (SOV) trips to a work location. This is accomplished through identification of a series of travel demand management (TDM) strategies and policies that can influence travel behavior. A TMP identifies these strategies and policies, and documents how they will be applied.

Guidelines available from the collaboration of General Services Administration (GSA), the Metropolitan Washington Council of Governments (MWCOC), and the National Capital Planning Commission (NCPC) suggest that a TMP include goals for single occupant vehicle (SOV) trip reduction, transportation mode split, and vehicle occupancy, strategies to minimize SOV work trips and to discourage SOV travel during peak and off-peak hours, measures to monitor achievement of goals and to adjust SOV trip reduction strategies, as needed, as well as a description of existing and projected peak hour traffic by mode⁵.

In developing this TMP, USACE and WHS have considered guidance from the National Capital Planning Commission (NCPC), both through discussions and through information available in their document, *Implementing a Successful TMP*. USACE and WHS have also had multiple discussions with the City of Alexandria concerning their TMP Ordinance, which is part of the *City of Alexandria Zoning Ordinance, Article XI, Division B, Development Approvals, Section 11-700 – Transportation Management Special Use Permits*. The DoD has aligned the BRAC 133 TMP with the format and specifications of the City ordinance to ensure proper alignment with future development plans in this area. The DoD has also

⁴ City of Alexandria, "Planning & Zoning: Base Realignment & Closure (BRAC-133)" web page, <http://alexandriava.gov/BRAC> (last accessed May 5, 2010).

⁵ *Implementing a Successful TMP*, GSA / MWCOC / NCPC, May 2008.

programmed funding to fully support TDM strategies, including funding for the robust shuttle system described in Section 3.5.2.

It should be noted that at the date of publication of this document, draft language further limiting parking at BRAC 133 was incorporated into the Fiscal Year 2011 Defense Authorization Bill. Should such language in the legislation be passed by Congress, WHS will supplement the TMP accordingly.

1.4 Transportation Management Plan Goals and Objectives

The goals of the TMP are two-fold:

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

As BRAC 133 employees have not made final decisions in viable transportation mode choice, specific objectives for target mode shares have not been determined. However, within 6 months of operations, WHS will establish baseline mode splits for BRAC 133 employees through an employee commute survey. Upon review of these baseline mode splits, WHS will establish specific annual mode-share goals. More details on this are explained in the monitoring and evaluation plan in Section 6 of this document.

Since parking at the site is restricted to only 3,747 spaces, SOV trips to the site will be severely limited. As a result, the goals and objectives of the TMP will be achieved primarily through execution of a parking management program, implementation of a comprehensive DoD shuttle program, and implementation of an aggressive employee commute program geared toward promoting other modes of travel (aside from driving alone). Current plans for the shuttle program are presented in Section 3.5 and the employee education program and the parking program are presented in Section 5. In order to determine whether the goals established in the TMP are being achieved, this document also lays out a monitoring and evaluation plan, in Section 6, that WHS will use to monitor progress over time.

The TMP also serves to provide an analysis of the impacts of the site on traffic operations at surrounding roadways and intersections. Although a number of previous studies have examined traffic operations (including a *Transportation Improvement Management Plan* prepared for the site in July 2008⁶, an *Internal Roadway Network Traffic Analysis* conducted for the site in August 2009⁷, and independent studies conducted by the Virginia Department of Transportation (VDOT)⁸ and the City of Alexandria⁹ in 2009), this study revisits these analyses with additional detail, including information on employee home

⁶ *Washington Headquarters Services at Mark Center Alexandria, Virginia BRAC 133 Build to Suit Transportation Improvement Management Plan*, Wells and Associates, July 30, 2008.

⁷ *WHS Internal Roadway Network Traffic Analysis*, Wells and Associates, August 20, 2009.

⁸ *Mark Center (BRAC) Transportation Study, Technical Memorandum*, Parsons Brinkerhoff, April, 2009.

⁹ *Mark Center (BRAC 133) Transportation Study*, Vanasse Hangen Brustlin, Inc., November 2, 2009.

zip codes as well as information about current and expected commute patterns. The results of the traffic impact analysis are presented in Section 4 of this document.

1.5 Roadmap to the TMP

The remainder of this document is organized as follows:

Section 2 provides background on the current and expected travel characteristics of the employees who will be moving to BRAC 133.

Section 3 presents information about site conditions, including building location, roadway access, and pedestrian access to the site. It also presents information about existing and potential future transit (both public and private) serving the site, discusses expected slugging to the site, and presents the DoD shuttle program. This section also describes how parking will be managed at BRAC 133.

Section 4 presents the findings of a traffic impact analysis and an assessment of the traffic operations of the study area roadway network under the projected traffic demand conditions.

Section 5 presents the BRAC 133 TDM plan, which includes information about how the program will be managed, presents plans for educating employees about alternate modes of travel, and outlines about how parking will be managed to reduce SOV trips to the site.

Section 6 presents a monitoring and evaluation plan that WHS will use to monitor their progress over time.

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