



OFFICE OF THE COUNTY MANAGER

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July 8, 2015

The Honorable John M. McHugh  
Secretary of the Army  
101 Army Pentagon  
Washington, DC 20310-0101

Dear Secretary McHugh:

The proposed Navy Annex Land Exchange presents a unique opportunity for federal, state and local government to work together on a project that will produce dramatic benefits for our County, the Commonwealth of Virginia, and our Nation. We have been working for many years on this important effort and we had hoped that the negotiations would have been brought to closure by now. Particularly over the course of the last year, we have been troubled by the Department of the Army's (Army) continued misunderstandings and misrepresentations of Arlington County's position, commitments and proposals relative to our land exchange negotiations and we appreciate the opportunity to clarify them in writing.

**We still strongly believe that an agreement between the County and the Army is within reach and we remain fully committed to resolving the current impasse.**

It is our understanding that the Army has rejected the County's latest proposal, presented to you by Army staff several weeks ago, concerning the realignment of Columbia Pike. This proposal was developed by Arlington County staff, in consultation with staff of the Army General Counsel's Office and Arlington National Cemetery, and represented a generous compromise on the realignment of Columbia Pike and the acreage yields which would result from a land exchange. While Arlington County understands the Army's desire to maximize the land available for burial space north of a realigned Columbia Pike, we know that you also understand that the County cannot agree to an alignment that precludes the County from meeting its goals, as set forth at the beginning of our negotiations.

As you know, the existing Navy Annex property, totaling just under 38 acres, is split into three parcels, none of which are contiguous to the existing Cemetery. As outlined in the Arlington National Cemetery Master Plan, this condition renders all but 12 acres of the 38 acre property either unusable or unsuitable for burial. The County's proposed realignment would provide the Army with an overall increase in total Cemetery acreage, from 37.95 acres to 42.26 acres, with 38.24 of those acres contiguous to the existing Cemetery for use as burial space and a 4.22 acre parcel south of Columbia Pike for non-interment uses. This alignment would result in a 250% increase in burial space over existing conditions. By any metric, the County's proposal represents an enormous contribution toward the effort to increase the amount of land available for burials at Arlington National Cemetery far into the future.

Importantly, the County's proposal strikes an appropriate balance that meets all of the goals identified by all parties: supporting Arlington National Cemetery's expansion by maximizing contiguous burial space; providing space for Arlington County to preserve and commemorate our heritage; providing space for County facilities to support our transit system; providing space for indoor facilities and parking to support the Air Force Memorial; and providing an upgrade to the transportation facilities and streetscape in this important corridor. The County's proposal also includes commitments from Arlington County regarding the process that it will follow in determining the future use and development of the land that the County would receive south of Columbia Pike as part of the contemplated land exchange. I have included, with this letter, some additional background information on the County's proposal and would welcome the opportunity to meet with you directly, in person, to discuss it.

I understand the Army's concerns with the County's proposal to potentially locate a transit operations and maintenance facility on land the County would receive south of a realigned Columbia Pike. Let me be very clear - we share your goal of making sure that such a facility would not adversely impact the environment for families and visitors at Arlington National Cemetery. Further, the County is committed to making sure that the facility would not adversely impact the other uses within the Columbia Pike corridor. We are confident that the facility can be designed and constructed in such a way as to fully meet these goals and we are committed to taking the actions necessary to do so.

Throughout the entirety of this project, Arlington County has made a number of accommodations and commitments to address concerns expressed by the Army, demonstrating our good faith throughout this process. Examples of these accommodations and commitments include:

1. Memorandum of Understanding (MOU) Between the Army and Arlington County: In the January 2013 MOU signed by the Arlington County Manager and the Executive Director of the Army National Cemeteries Program, the County acknowledged that the land the County would receive in the contemplated exchange was for "County and/or public use and purposes." This commitment was in direct response to Army staff concerns that the County would, in the future, allow for private use of this land.
2. Congressional Action: The County continued to re-iterate this commitment against future private use in our agreement to language authorizing the land exchange contained in the Fiscal Year 2015 National Defense Authorization Act (P.L. 113-291), which states: "*to provide the County with sufficient property to construct a museum that honors the history of Freedman's Village, as well as any other County or public use that is compatible with a location immediately adjacent to Arlington National Cemetery.*" Further, understanding that there is considerable work to be done on various planning and construction projects in the area of the exchange agreement, including the County's Columbia Pike Multimodal Project; the planning and design effort for the land the County would receive in the contemplated exchange agreement; the Arlington National Cemetery Southern Expansion Project, the proposed Pentagon Memorial Visitor's Center project, and the Air Force Memorial Project - the County committed to working cooperatively with the Army and other stakeholders to coordinate these efforts. This commitment was included in language, offered for consideration by Arlington County and included in the Joint Explanatory Statement accompanying the bill, "*The committee understands Arlington County's desire to utilize the land south of a realigned Columbia Pike for a variety of*

*uses, including public transportation uses and facilities, a museum to honor the history of Arlington County and the Freedman's Village, and to accommodate the indoor space and parking needs of the Air Force Memorial. The committee encourages all interested parties to work together in the development of their respective parcels, making sure that these objectives can be achieved while not detracting from the dignity, honor and solemnity of Arlington National Cemetery."*

3. **Stakeholder Meetings:** During negotiations between the County and the Army regarding the location and design of a consolidated Streetcar Operations and Maintenance Facility for the discontinued Streetcar Program, Army staff voiced concerns with the location and size of the proposed facility. After voicing those concerns in meetings with County staff, a short time later in meetings with Congressional Staff, and at Navy Annex Stakeholder meetings, Army staff conveyed that just such a smaller facility located on the western end of the parcel, immediately adjacent to the current VDOT facility would be acceptable to the Army. That is exactly what the County proposed to the Army in early June.
4. **County Planning Process:** Arlington County has long prided itself on our community planning and transportation planning processes. With regards to transportation planning, the County is currently working on an update to our Transit Development Plan (TDP), which is a 10-year plan for transit service and capital improvements in the County required by the Commonwealth of Virginia. As a result of the County's decision to cancel the Streetcar Program, this year's TDP update will include a review of the Columbia Pike and Crystal City-Pentagon City corridors and recommendations for new services and supporting infrastructure. The County's interest in locating a transit operations and maintenance and storage facility on the land the County would receive, as part of the contemplated property exchange, would be reviewed as a part of this plan. With regards to the development of civic facilities, Arlington County has long utilized an extensive project development process to ensure that the highest quality of land use planning, design, transportation planning and other important community aspects are incorporated into these projects. If the approved TDP recommends the Navy Annex site for a transit facility, then a site specific plan would go through an extensive process that engage all stakeholders and the general public at the initial planning stage, after the development of conceptual options, and final design of the project. Arlington National Cemetery, and all other stakeholders, would be an important part of this process.
5. **Planning Coordination:** Arlington County is committed to working with both the Army and other organizations tasked with guiding the development of our Nation's Capital and safeguarding our unique historical and cultural context - the National Capital Planning Commission (NCPC) and the Commission on Fine Arts (CFA) – to review the County's plans for the site and offer their assistance in making certain that we achieve our goals. Arlington County has a long history of public participation in our planning and design efforts. For example, we are currently undertaking a consulting process with NCPC, the CFA and other federal agencies on our Envision Courthouse Project. The County is not required to consult with these agencies on this project. However, our interest in doing so underscores our deep understanding of and commitment to the unique setting in which we are undertaking these planning efforts.

While the conversations between staff members of our respective organizations have been ongoing over many years, I believe it is critically important that we engage directly with you to resolve this impasse. As such, I would appreciate the opportunity to meet with you, along with representatives of the Virginia Department of Transportation, to explain the County's proposal and convey our commitment to addressing any of your concerns.

Arlington National Cemetery is one of our local and national treasures. The Arlington County government and our community appreciate the opportunity to help extend its operational life well beyond the current closure date while also addressing the needs of Arlington County, the Commonwealth of Virginia, the Air Force Memorial, and all those who visit this area. That was, our goal as we set out on this effort several years ago, and it continues to be. Arlington County's proposal fully meets that goal.

It is our hope that we take advantage of this unique opportunity to meet both of our organizations' needs for generations to come.

Sincerely,

A handwritten signature in blue ink, appearing to read "Mark J. Schwartz".

Mark J. Schwartz  
Acting County Manager

Cc: The Honorable Mark Warner  
The Honorable Tim Kaine  
The Honorable John McCain  
The Honorable Jack Reed  
The Honorable Mac Thornberry  
The Honorable Adam Smith  
The Honorable Donald Beyer  
The Honorable Terry McAuliffe  
The Honorable Aubrey Layne  
Mr. Max Cleland, Secretary, Advisory Committee on Arlington National Cemetery  
Mr. Patrick Hallinan, Executive Director, Army National Military Cemeteries  
Arlington County Board

Enclosure





- Proposed Arlington National Cemetery
- Proposed Arlington National Cemetery Property w/Arlington County Public Street Easmt.
- Existing Air Force Memorial Property
- Proposed 9/11 Visitors Center Property
- Proposed VDOT Property
- Proposed Arlington County Right of Way
- Proposed Arlington County Property

**ARLINGTON**  
VIRGINIA

DEPARTMENT OF  
ENVIRONMENTAL SERVICES

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Scale: 1" = 125'  
Vert. 1" = 5'

Project Name and Location

# ACO3.3

Drawn: \_\_\_\_\_  
Checked: \_\_\_\_\_  
Date: \_\_\_\_\_

Author: \_\_\_\_\_  
Title: \_\_\_\_\_

Scale: \_\_\_\_\_  
Date: \_\_\_\_\_