



City of Alexandria, Virginia
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September 1, 2010

The Honorable James P. Moran
Congress of the United States
House of Representatives
8th District of Virginia
2239 Rayburn House Office Building
Washington, DC 20515-4608

Dear Congressman Moran:

This letter is in response to your request for additional information regarding the City of Alexandria's delivery of public safety services to the 6,409 Department of Defense (DoD) personnel planned to be relocated to the Mark Center. The City of Alexandria sincerely appreciates your efforts to insure the protection and well-being of those who will work and live in or proximate to the Mark Center facility. We welcome the opportunity to provide you this information and to work with your office to cooperatively develop a public safety plan that sensibly integrates this significant number of federal employees into the City of Alexandria.

As you know, it has now been several years since Base Realignment and Closure (BRAC) recommendation #133 initiated the relocation of DoD personnel to the Mark Center. In that time the City has been actively engaged in determining the consequence of this decision on local government service delivery and, as necessary, preparing to mitigate negative impacts. In conjunction with your office, we have invested considerable time and made significant progress in developing a strategy to accommodate the influx of commuter traffic. Although this effort is far from complete, we are well informed on the issues to be addressed and the path forward for managing our traffic infrastructure concerns is becoming clearer.

The City is very interested in replicating the progress we have made on transportation issues in the public safety realm. While DoD has been willing to entertain discussions pertaining to the management of traffic flow, progress in addressing public safety concerns has been a challenge. The City and DoD have yet to develop a comprehensive strategy for public safety services that is well designed, coordinated and properly resourced. We continue to strongly encourage DoD to identify their staff lead for resolution of public safety issues and to place a greater priority on public safety matters associated with the Mark Center facility. I am hopeful that the following City proposal describing public safety considerations and the rationale for our concern serves as the impetus for developing a much more constructive and diligent public safety service strategy.

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

Traffic Control and Emergency Response Management

The Transportation Management Plan (TMP) for the Mark Center development indicates additional commuter traffic generated by the project (approximately 4,000 vehicles per day) will result in a downgrade of several intersections' Level of Service (LOS) and long queues during both morning and evening peak commute times. The LOS rating at some of these intersections is so poor so as to approach gridlock. Enclosed for your reference is a map (Figure 1) of key intersections affected by the Mark Center development and the corresponding LOS for each key intersection as identified in the City's "Mark Center (BRAC-133) Transportation Study" dated November, 2009.

As you are well aware, failing intersection ratings and corresponding commuter delays are routinely onerous to workers and residents. However, in situations demanding an emergency response, these intersections become a present and meaningful risk to the safety of citizens. The degradation of intersection LOS negatively impacts the ability of emergency responders to provide timely response to calls for service. The risk is particularly pronounced during peak hour commute times in heavily traffic congested areas like the Mark Center.

Until such time as infrastructure improvements can be completed and intersection service levels restored to a minimum standard of D, there is a need to mitigate emergency response and other public safety risks in the Mark Center vicinity by increasing traffic monitoring/management staffing. Traffic control programs the City has used successfully such as the Gridlock Reduction Impact Program (GRIP) could be implemented in this area to provide near continuous policing presence at the worst grade traffic intersections (Figure1). The estimated first year cost for the City to undertake this effort is \$1.03 million (Table 2). DoD could contract with the City for the provision of the GRIP program and fund it as part of the BRAC-133 TMP program. Alternatively, with careful coordination, DoD could provide this service directly. Absent land use regulatory authority for this federal complex, the City must rely upon the Transportation Management Plan (TMP) as the method to address this need.

While insuring a reasonable flow of traffic at identified critical intersections and safeguarding the ability of emergency response vehicles to provide adequate response is an essential objective for public safety, there should also be attention paid to protecting the viability of the larger area transportation network. The Mark Center facility is surrounded by a series of neighborhoods and residential enclaves that house tens of thousands of City residents. The TMP focuses on traffic flow in critical intersections and is largely silent on the impacts additional commuter traffic will have on secondary and tertiary residential streets. Residential neighborhoods near the Mark Center will certainly be impacted by the project.

The City anticipates additional traffic volumes on nearby residential streets during peak commute hours as commuters seek alternative routes to work. To manage the additional flow of traffic on residential streets, traffic calming measures may be required in the most heavily

impacted neighborhoods. Further, it will likely be necessary to implement parking restrictions and increase parking enforcement. This will ensure that these residential streets remain accessible to emergency responders at all times of the day and area residential streets are reserved for neighborhood use. The City estimates additional parking enforcement staffing will cost \$82,000 in the first year of operation, however, revenue generated from parking enforcement and management in the Mark Center area will be used to offset this expense. The net cost of traffic control and parking enforcement is \$1.07 million in the first year (Table 2).

Fire Protection, and Emergency Medical Response

The provision of fire protection, emergency medical, hazardous materials response, and technical rescue services are of paramount concern to the City as it is anticipated that the addition of the Mark Center facility and its 6,400 workers will further strain an already burdened response system. The Mark Center property is located in the area of the City with the highest frequency of calls for fire and emergency services (Figure 3); it is also part of the busiest area of Northern Virginia in terms of fire-EMS service demand. Unlike other local Army bases where DoD has its own on-site fire equipment and personnel, augmented by mutual-aid from neighboring jurisdictions, the Mark Center facility has made few if any provisions for ensuring a reasonable fire and medical emergency response beyond what can be provided by the City of Alexandria and its regional partners. The secure design, restricted accessibility and other precautionary safeguards inherent to the Mark Center substantially complicate the fire and emergency protection model for the facility.

At present, City fire and emergency medical response time standards are not met on approximately 25 percent of calls for service in the Mark Center area (Figure 4). Considering the area housing the U.S. Patent & Trademark Office as analogous to the Mark Center area for purposes of projecting fire and emergency medical call frequency, City staff anticipates an additional 75 to 100 fire and medical response calls will be generated annually once the Mark Center facility is fully operational (Figure 5). Assuming current performance standards could be preserved, some 20 to 25 of these additional Mark Center area calls would not receive a fire or emergency medical first response within the critical six minutes of request. However, as noted, the introduction of the Mark Center facility to the emergency response system further taxes an already burdened system. Maintenance of the status quo cannot be reasonably presumed. The City has taken action to add a "peak time" seven-day per week, ten hour per day, emergency medical response unit to our complement to protect against further degradation of the response system. We have also authorized construction of a new fire station on the western end of Eisenhower Avenue to provide service in the adjacent areas of the City. The addition of these City resources, however, will do little to mitigate the additional risk posed by occupancy of the Mark Center facility.

To minimize the risk of substandard emergency medical response times to both City residents and Mark Center employees, the City projects one additional peak time medic unit should be

deployed. The estimated cost for an additional unit is approximately \$582,000 in the first year of operation. Annual operating costs are estimated to be slightly less than \$300,000 per year. The unit will only ensure continuation of the current level of service once the Mark Center facility is operational. Cost details are provided in Table 6.

The delivery of fire suppression and rescue services in the Northern Virginia region requires the careful management of long standing mutual-aid agreements that carefully balance efficient use of fire resources with ensuring the existence of sufficient fire suppression capabilities. Introducing the Mark Center facility and its approximately 6,400 employees to this service model without expanding available resources again creates additional risk to health and safety. Table 7 describes the staffing and equipment that would, as a matter of course, be deployed to the Mark Center for a first alarm response. Also shown is the increasing demand for staff and resources should the incident escalate. Absorbing the Mark Center facility into the existing multi-jurisdictional service delivery model and providing service to the Mark Center facility at current level of service standards would initially require approximately \$1.6 million in additional staffing and equipment (Table 8). It is worth noting that given the multi-jurisdictional nature of fire, hazmat and rescue services in the Northern Virginia region, any additional resource provided the City of Alexandria has a corresponding beneficial impact on the overall fire protection and EMS capacity of our neighboring jurisdictions.

The request of your office to assist with securing additional resources for these public safety needs is atypical for the City of Alexandria. As former Mayor, you are keenly aware of the City's long record of providing its citizens with high quality services and equally long record of funding those services locally. However, in the instance of the Mark Center facility, our normal resource/service model is not applicable. The Mark Center facility will pay no local taxes from which we might afford the increased cost for services. Similarly, the federal nature of the facility exempts it from local zoning control and by extension precludes the City from having negotiated public benefits in exchange for development permission. In early discussions between the City and the Army regarding the BRAC-133 recommendation, these facts led to recognition that an up-front, lump sum payment to the City could be appropriate as offset to the cost for providing services. DoD eventually rejected this option on legal grounds. As the project nears completion, that earlier recognition by DoD of fiscal impact on the local government seems to have been lost.

In total, our estimated first year costs for providing an appropriate level of public safety service to the Mark Center facility is approximately \$3.3 million. This cost reduces to approximately \$2.7 million per year in subsequent years. Included in the first year request is \$1.07 million for staffing and equipment necessary to manage traffic at targeted intersections and protect nearby neighborhoods from the impact of additional commuter traffic, \$582,000 for an additional peak time emergency medical unit, and \$1.6 million for additional fire suppression support. Cost details are provided in Table 9.

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The City of Alexandria is committed to insuring the safety, protection and well being of those who will work at the Mark Center facility and those who will be affected by its presence. We ask that the federal government likewise commit by participating with the City in a forthright process to achieve consensus on service needs and in defining the means by which those needs will be resourced. We ask for the development of a Memorandum of Understanding (MOU) between the City and the Army that clarifies the roles and responsibilities of each party in identifying, delivering and funding public safety needs at the Mark Center facility. Finally, we ask that the federal government give serious consideration to the development of a methodology for assessing, quantifying and mitigating the impact of non-taxable federal facilities on local jurisdictions.

The assistance of you and your office to date is greatly appreciated. We look forward to continuing our work together as we resolve these outstanding public safety issues.

Sincerely,



William D. Euille

Mayor

Enclosures:

- Figure 1: Key Affected Intersections - Mark Center Project (from the November 2009, City of Alexandria Traffic Study)
- Table 2: Detailed Cost Estimate for Traffic Control for Emergency Response Mgmt
- Figure 3: Fire and EMS Service Demand
- Figure 4: Fire and EMS Response Times
- Figure 5: Projected Mark Center Facility Fire and Emergency Medical Calls for Service
- Table 6: Detailed Cost Estimate for Additional Emergency Medical Peak Time Unit
- Table 7: Regional Fire and EMS Resource Deployment: Mark Center and Adjacent Fire-EMS Boxes
- Table 8: Detailed Cost Estimate - Staffing and Equipment at Current Service Level
- Table 9: All Cost Summary

Figure 1 : Key Affected Intersections - Mark Center Facility

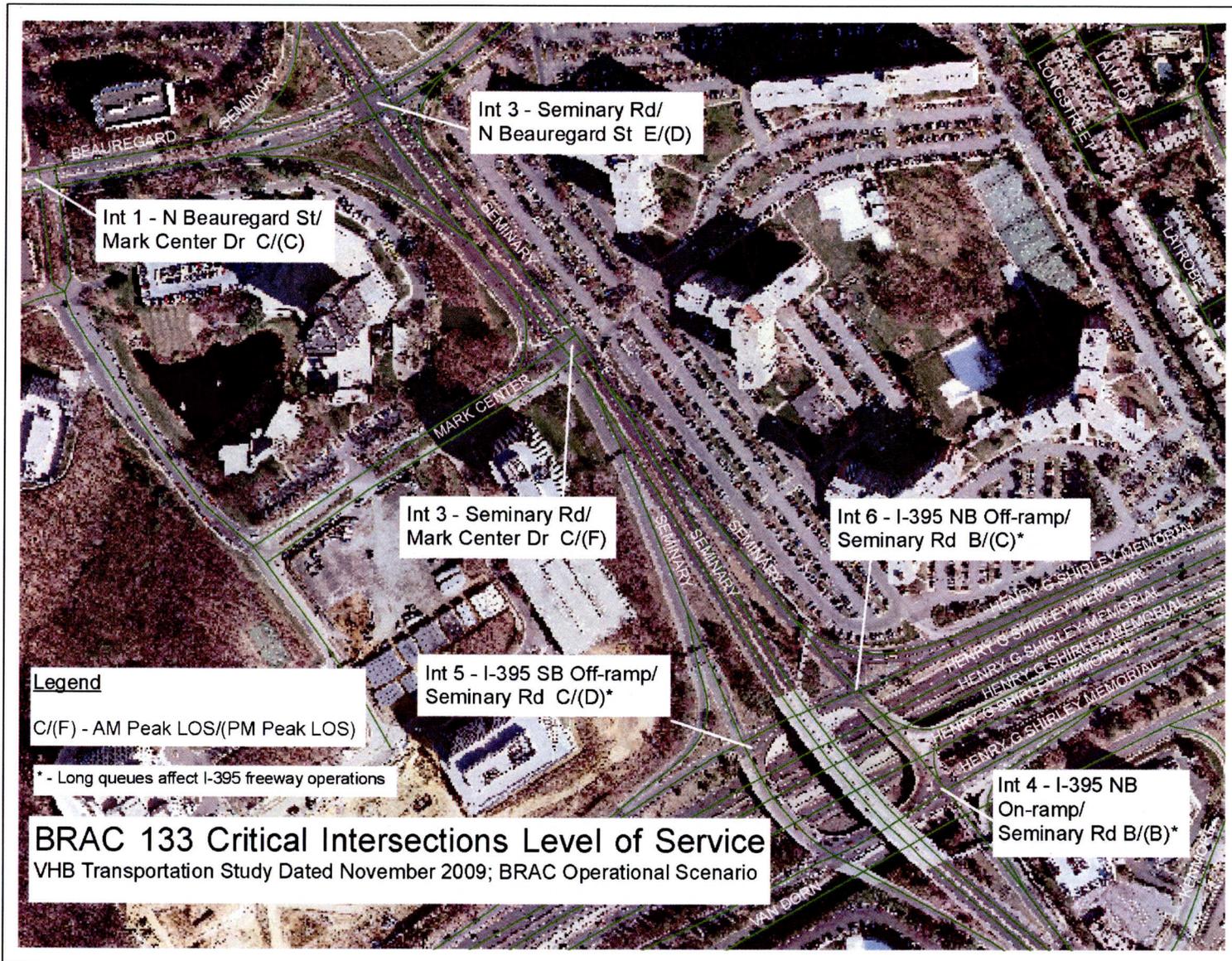


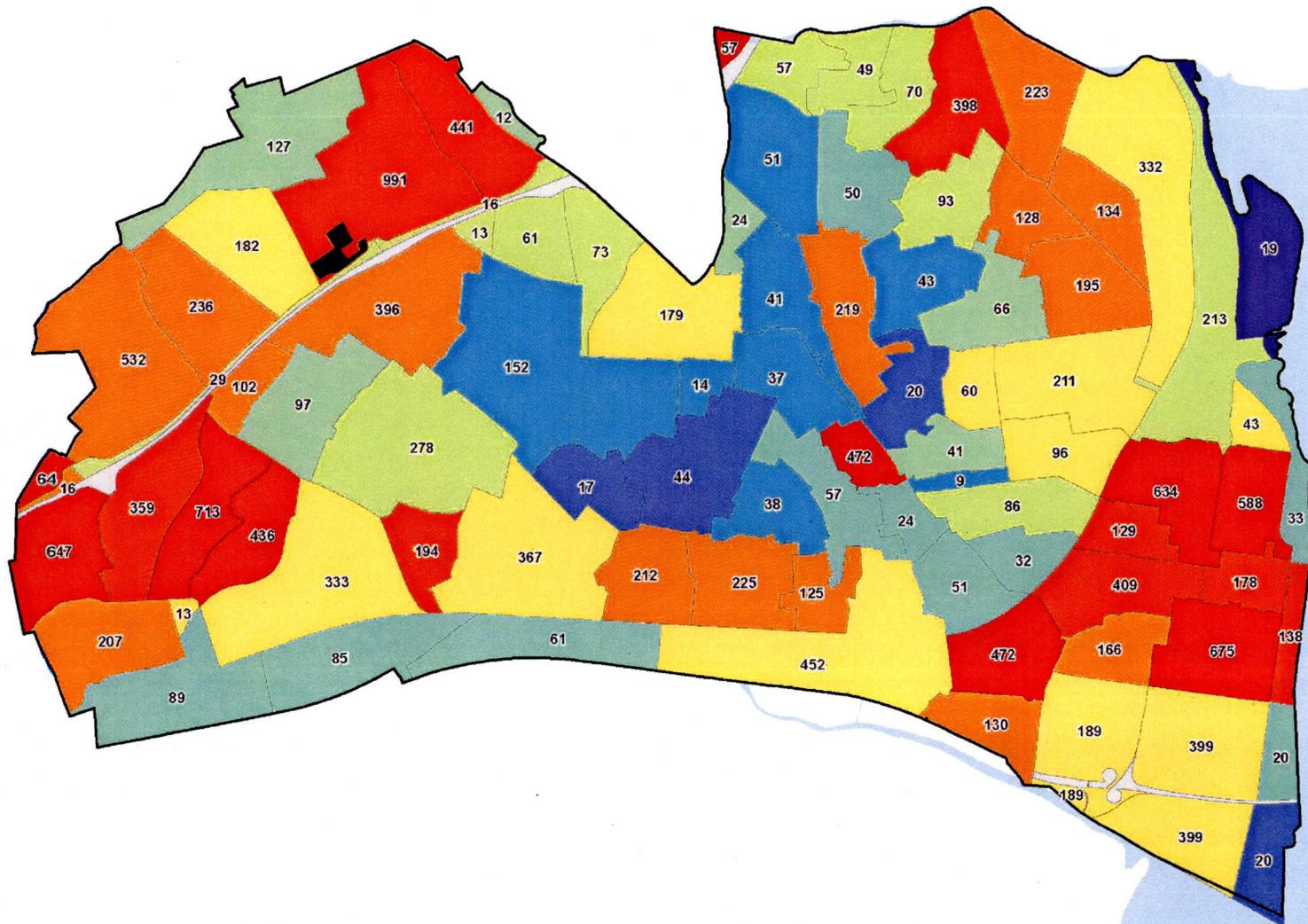
Table 2 - Detailed Cost Estimate - Traffic Control for Emergency Response Management

Operating Costs	Year1	Year2	Year3	Year4	Year5
Motor Equipment Officers - Salaries & Benefits for 2 Positions	130,200	132,804	135,460	138,169	140,933
Motor Equipment Officers - Vehicle Depreciation (8 year cycle)		7,523	7,673	7,826	7,983
GRIP Overtime	800,000	816,000	832,320	848,966	865,946
Parking Enforcement Officer - Salaries & Benefits	38,000	38,760	39,535	40,326	41,132
Parking Enforcement Officer - Vehicle Depreciation (8 year cycle)		2,984	3,043	3,104	3,166
Operating Subtotal	968,200	998,070	1,018,031	1,038,392	1,059,160
<i>Parking Enforcement Revenues</i>	<i>45,000</i>	<i>45,900</i>	<i>46,818</i>	<i>47,754</i>	<i>48,709</i>

Capital Costs	Year1	Year2	Year3	Year4	Year5
Motor Equipment Officers - Uniforms & Equipment	44,174				
Motor Equipment Officers - Vehicles	59,000				
Parking Enforcement Officer - Uniforms & Equipment	20,471				
Parking Enforcement Officer - Vehicle	23,400				
Capital Subtotal	147,045	0	0	0	0

Net Operating & Capital	1,070,245	952,170	971,213	990,638	1,010,450
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FIGURE 3: City of Alexandria Fire & EMS Service Demand



**City of Alexandria
Fire & EMS Service Demand
CY 2009 Incident Volume**

Legend

- BRAC 133 Parcel

**2009 Fire Box Totals*
Incidents per sq mi**

- 50 or below
- 50 - 100.0
- 100 - 200
- 200 - 300
- 300 - 400
- 400 - 500
- 500 - 700
- 700 - 1000
- 1000 - 1500
- 1500 - 2500
- above 2500

* Color reflects incident density
label reflects incident total

0 1,000 2,000 4,000
Feet

1:30,000
1 inch = 2,500 feet

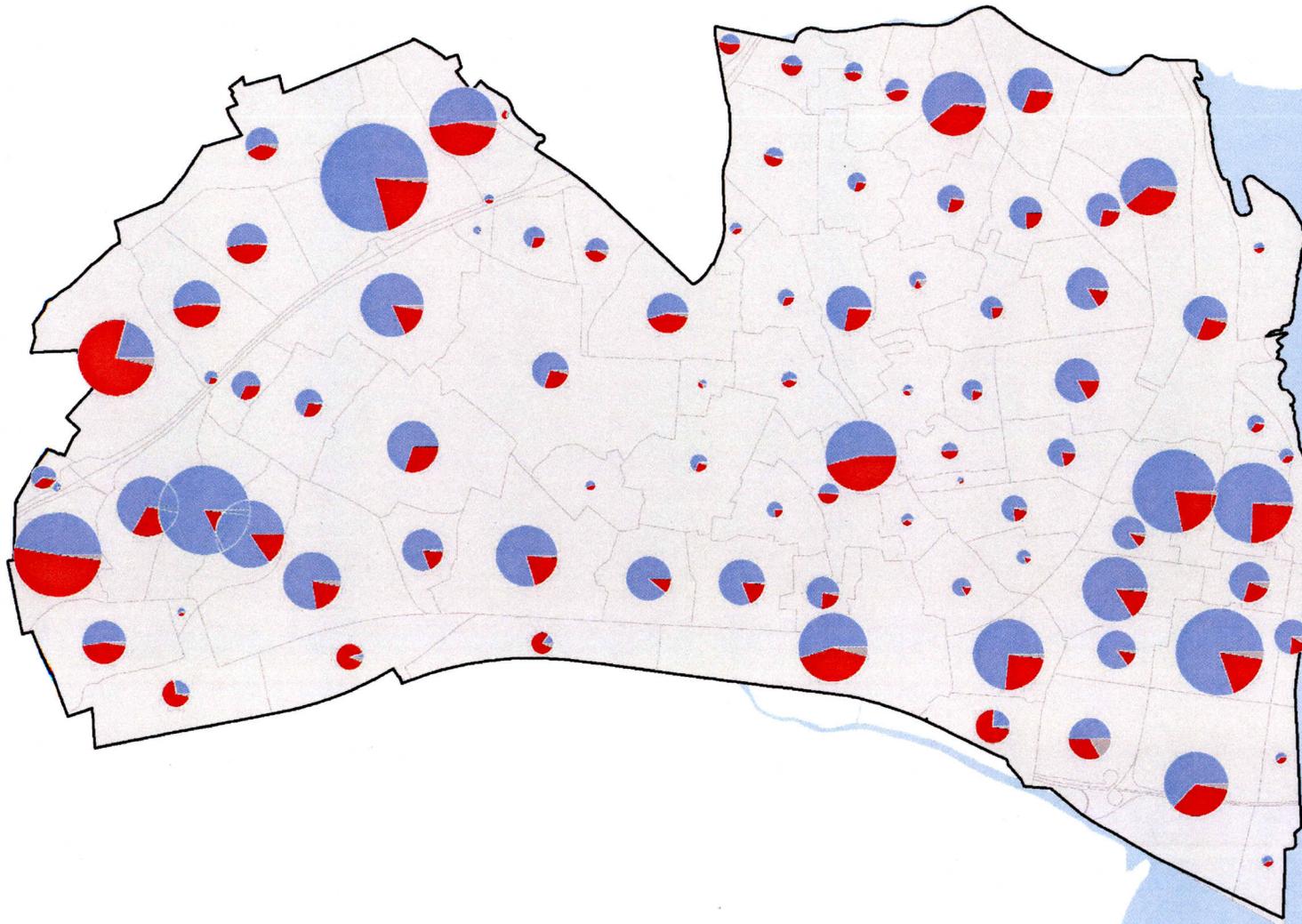
The Parcel-Address Building template was produced by the GIS Division of the Department of Planning and Zoning, City of Alexandria, Virginia.

Mapping Details:
 Coordinate System: NAD83 State Plane Virginia North
 Projection: Lambert Conformal Conic
 Map Scale: 1:30,000

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Map produced on 11/20/09 (g)

Figure 4 : City of Alexandria Fire & EMS Response Times



**City of Alexandria
Fire & EMS Response Times
CY 2009 Breakdown by Standard Met**

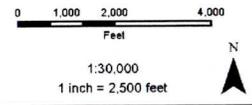
Legend
 BRAC 133 Parcel

Response Time*

- Standard Met
- Not Met
- N/A

*Chart size reflects total incidents:

- 10
- 100
- 500
- 1,000



This Parcel Address Boundary template was produced by the GIS Division of the Department of Planning and Zoning, City of Alexandria, Virginia.

Mapping Methods:
 Coordinate System: NAD83 State Plane Virginia North
 Projection: Lambert Conformal Conic
 Spheroid: GRS80

The maps shown here are provided "as is" and the City assumes no liability for any errors, omissions, or inaccuracies, whether or not caused by the City, and shall not be held responsible for any damages, consequential or otherwise, resulting from the use or non-use of the maps.

Map Produced
 08/11/2010 (JLH)



Figure 5
Mark Center Area Fire and Emergency Medical Calls for Service
(2001-2008 actual; 2008-2016 projected)

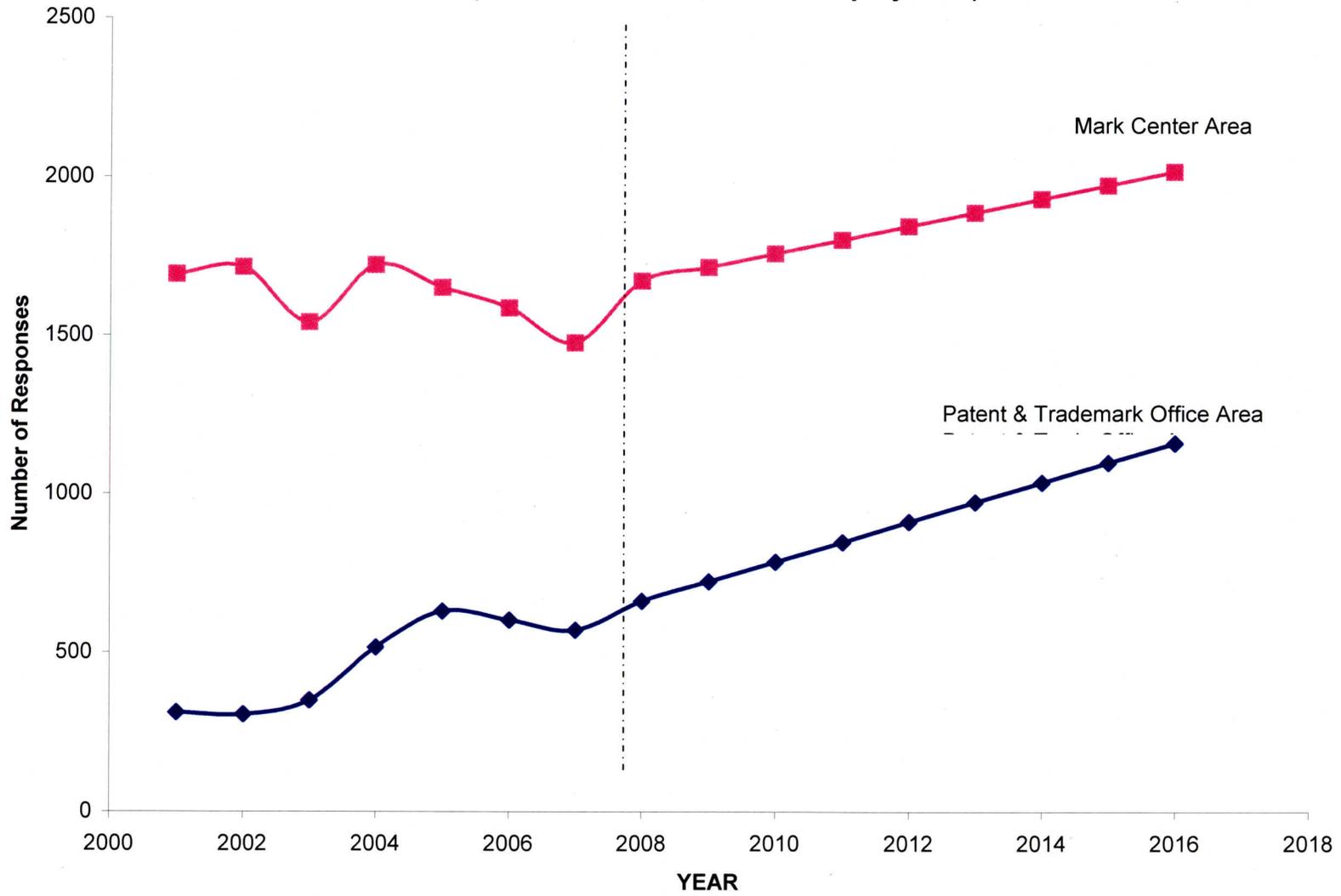


Table 6 - Detailed Cost Estimate for Additional Emergency Medical Peak Time Unit

Operating Costs	Year1	Year2	Year3	Year4	Year5
EMS Medic Unit Staffing - 3 Positions	309,520	315,710	322,025	328,465	335,034
EMS Medic Unit - Vehicle Depreciation		42,500	43,350	44,217	45,101
Operating Subtotal	309,520	358,210	365,375	372,682	380,136
<i>Ambulance Billing Revenues</i>	<i>70,000</i>	<i>71,400</i>	<i>72,828</i>	<i>74,285</i>	<i>75,770</i>

Capital Costs	Year1	Year2	Year3	Year4	Year5
EMS Medic Unit - Equipment	92,559				
EMS Medic Unit - Vehicle	250,000				
Capital Subtotal	342,559	0	0	0	0

Net Operating & Capital	582,079	286,810	292,547	298,398	304,365
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TABLE 7
Regional Fire and EMS Resource Deployment
Mark Center and Adjacent Fire-EMS Zones

	ZONE NUMBER	ALEXANDRIA	ARLINGTON	FAIRFAX
1 st Alarm	5604 Mark Center	2 Engines 1 Truck 1 Medic	1 Engine 1 Rescue	1 Engine 1 Truck
	5062	2 Engines 1 Truck 1 Medic	2 Engines 1 Rescue	1 Truck
	5681	2 Engines 1 Truck 1 Medic	1 Engine 1 Rescue	1 Engine 1 Truck
2 nd Alarm	5604 Mark Center	2 Engines 1 Truck	1 Engine 1 Truck	1 Engine 1 Rescue
	5062	3 Engines 1 Truck	1 Truck	1 Engine 1 Rescue
	5681	2 Engines 1 Truck	1 Engine 1 Truck	1 Engine 1 Rescue

Table 8 - Detailed Cost Estimate - Fire Suppression Staffing and Equipment at Current Service Level

Operating Costs	Year1	Year2	Year3	Year4	Year5
Fire Suppression Company Staffing - 13 Positions	1,352,692	1,379,746	1,407,341	1,435,488	1,464,197
Fire Suppression Company - Vehicle Depreciation	56,667	57,800	58,956	60,135	61,338
Operating Subtotal	1,409,359	1,437,546	1,466,297	1,495,623	1,525,535
Capital Costs	Year1	Year2	Year3	Year4	Year5
Fire Suppression Staffing - Equipment	207,494				
Capital Subtotal	207,494	0	0	0	0
Total Operating & Capital	1,616,853	1,437,546	1,466,297	1,495,623	1,525,535

Table 9 - All Cost Summary

Operating Costs	Year1	Year2	Year3	Year4	Year5
Police Motor Equipment Officers	130,200	140,327	143,133	145,996	148,916
Police GRIP Overtime	800,000	816,000	832,320	848,966	865,946
Police Parking Enforcement Officer	38,000	41,744	42,578	43,430	44,299
EMS Medic Unit	309,520	358,210	365,375	372,682	380,136
Fire Suppression Company	1,409,359	1,437,546	1,466,297	1,495,623	1,525,535
Operating Subtotal	2,687,079	2,793,826	2,849,703	2,906,697	2,964,831
Capital Costs	Year1	Year2	Year3	Year4	Year5
Police Motor Equipment Officers	103,174	0	0	0	0
Police Parking Enforcement Officer	43,871	0	0	0	0
EMS Medic Unit	342,559	0	0	0	0
Fire Suppression Company	207,494	0	0	0	0
Capital Subtotal	697,098	0	0	0	0
Total Operating & Capital	3,384,177	2,793,826	2,849,703	2,906,697	2,964,831
<i>Parking Enforcement and Ambulance Billing Revenues</i>	<i>115,000</i>	<i>117,300</i>	<i>119,646</i>	<i>122,039</i>	<i>124,480</i>
Net City Cost	3,269,177	2,676,526	2,730,057	2,784,658	2,840,351