

**CITY COUNCIL WORK SESSION
ON
SITE SELECTION FOR THE NEW POLICE FACILITY**

**MONDAY, JUNE 21, 2004
6:00 p.m.**

CITY COUNCIL WORK ROOM

AGENDA

- | | | |
|------|---|--|
| I. | Introduction | Philip Sunderland, City Manager |
| II. | Staff Presentation | Edward Mandley, General Services
Director |
| III. | Council Discussion | |
| IV. | Next Steps - Establishment of Citizen Advisory
Group to Review Potential Sites | |


Individuals with disabilities who require assistance or special arrangements to participate in the City Council meeting may call the City Clerk and Clerk of Council's Office at 703-838-4500 (TTY/TTD 703-838-5056). We request that you provide a 48-hour notice so that the proper arrangements may be made.

City of Alexandria, Virginia

MEMORANDUM

DATE: JUNE 17, 2004

TO: PHILIP SUNDERLAND, CITY MANAGER

FROM: EDWARD MANDLEY, DIRECTOR, GENERAL SERVICES 

SUBJECT: TECHNICAL MEMORANDUM - ALEXANDRIA POLICE DEPARTMENT
SITE SUITABILITY STUDY PHASE 2

The attached technical memorandum on the site selection process for the proposed new Alexandria Police Department Facility is the product of a staff workgroup and represents an effort of several months of work and research. This material is submitted in preparation for a Council work session currently scheduled for Monday June 21 at 6:00 p.m.

The memorandum is intended to address the site selection element of the entire project. It briefly touches on the background and history of decisions made to date and focuses on the application of the criteria associated with those decisions in relation to the selection process leading to the suggestion of two top rated sites for consideration as locations for the new facility.

Attachments

TECHNICAL MEMORANDUM
City of Alexandria
Alexandria Police Department Site Suitability Study Phase 2

Background

The Alexandria Public Safety Center (PSC) located at 2003 Mill Road currently provides office space for the Police Department, Sheriff and Magistrate. The facility was planned in 1980-1981, designed in 1983, and occupied in 1987.

The Alexandria Police Department was relocated from its previous facility on N. Pitt Street in Old Town. In recent years, significant first floor non-structural slab settlement has occurred, for the most part, in the West Building, requiring a plan for extensive repair. In addition, overall growth in the Police Department and Office of Sheriff has resulted in overcrowded conditions for the two departments.

The requirement for this corrective action prompted the City to undertake an extensive analysis of the current space shortfall, the need for future expansion space, parking deficit, and environmental issues. A Project Team consisting of representatives from the City Manager's Office, General Services Department, the Police Department, the Office of Sheriff and the Magistrate was formed to review these issues and to prepare an Issues Paper, which was presented to Council in Spring 2002.

A recent series of security and visitor access improvements to the PSC Complex have reduced the number of parking spaces, resulting in the current practice of utilizing the landscaped median and roadsides of Mill Road for overflow parking.

The planned construction of the Woodrow Wilson Bridge - Mill Road ramp, along with the full operation of the new U.S. Patent and Trademark Office (PTO) complex this winter, (adjacent to the Mill Road intersection) and the impending full development of the East Eisenhower Valley area, are also expected to have significant impacts on police operations in the area. The combination of construction activity, increased traffic, security measures, and reduced parking has made it difficult for visitors and employees alike to access the PSC.

Our analysis resulted in recommending the total relocation of the APD Headquarters to a separate site. Subsequent to the presentation of the Issues Paper to the City Council in late 2002, the City Council approved a capital improvement project budget to address slab settlement and to obtain a site and construct a new single facility to house the APD.

Study Objective

The main objective of the Site Suitability Study is to evaluate and recommend an optimal site on which to construct the proposed Alexandria Police Department Headquarters Building. A Site Selection Team, consisting of representatives from the Alexandria Police Department, Department of General Services, Department of Planning and Zoning, Department of Transportation and Environmental Services, City Manager's Office, Camp Dresser & McKee (CDM) and the Michael Baker Corporation has worked on this report.

Study Team Goals

The Overall Study Team Goals were:

1. Review and validate the past work and examine the Site Suitability Study information, in order to:
 - Document the requirements for the single and new facility.
 - Validate APD program requirements.
 - Clarify Optimal Areas for the new APD facility within the City limits.
 - Review the Site Selection Criteria and provide adequate justification for the basis of the criteria selection, especially the security setbacks and parking as they relate to the site area requirement.
 - Revisit the findings of the previous Study.
 - Demonstrate the process to identify the preferred sites.
2. Document all the above and prepare for public involvement in the process.

This Technical Memorandum is developed to provide a review of the technical issues associated with site selection.

I. Site Selection Criteria

The 2002 study discussed the desirable characteristics of a new location for the APD facility. The criteria (and their brief descriptions) as presented here in Table 1 provided a basis for the Site Evaluation and Ranking of the candidate sites in Section IV.

Table 1. Site Selection Criteria from the Issues Paper

Site Selection Criteria	Description
1. Site Area and Expansion Potential	Considers the capacity of a site to accommodate the current identified space needs, and the future expansion forecast for the APD.
2. Parking	Considers the capacity of the site to provide sufficient parking to accommodate current and forecast parking needs of the APD.
3. Security	Considers whether the site can provide adequate security measures
4. Site Access	Considers whether the site provides reasonable access to all parts of the City and the degree to which access is affected by traffic.
5. Surrounding Land Use	Considers the degree to which the site is compatible with surrounding land uses and facilities.

Table 1. Site Selection Criteria from the Issues Paper (cont.)

Site Selection Criteria	Description
6. Public Transportation	Considers whether the APD staff has access to the facility via public transport.
7. Utilities/INET Connection	Considers the feasibility and cost of bringing utilities and the City's INET to the site.
8. Environmental Issues	Considers whether the site has known environmental issues that will limit the use of the site or require substantial mitigation measures

II. Parking

- The APD conducted an analysis of the Police parking needs at the PSC.
 1. Per observation, the peak parking demand period occurs between 2:00 – 3:00 pm from Monday to Friday.
 2. The number of Fleet vehicles parked during this peak period is 288 vehicles.
 3. The number of Personal-Owned Vehicles (POVs) parked during the peak period is estimated at 103.
 4. The combined current total parking demand, during peak period, is, at present **391** vehicles.
 5. The team continues to work on options related to future parking considerations and this will be an element of consideration for the proposed work group.
- The Team recommends that a majority of the vehicles should be parked in an attached parking structure, in addition to surface parking provisions for visitors..
- The total number of vehicles do not access the facility at the same time, but rather are spread out according to shift changes that are in turn, not simultaneous with normal rush hours.
- Because the Team acknowledged the pursuit of the APD's mission to provide Police and public safety tasks, the APD vehicular traffic would have an impact on any site within the City. Accordingly the Team recommends an action list of strategies to reduce the parking demand or mitigate the traffic impacts of the APD.

III. Security Standoff Distance

- The Team reviewed a number of resource documents to determine an acceptable security standoff distance for the APD. These documents were obtained from the Department of Defense (DoD), the U.S. Air Force, the General Services Administration (GSA) and the Federal Emergency Management Agency (FEMA). The Team also reviewed the findings of the Alexandria Public Safety Center Threat Assessment Report. The applicable summary findings of the security standoff research are presented in Table 2:

Table 2. Security Standoff Distances

Standoff Distance	Allowable Activities/Structures
30 foot (10 meter) Clear Zone (assuming the presence of a Controlled Perimeter – see note 1)	<ol style="list-style-type: none"> 1. Secure utility connections and structures, secure loading and unloading docks. 2. Secure access roads (without parking) can come to within 10 meters of a building. 3. Pedestrian walks or bridges to connect the building to and from a secure parking structure. 4. Landscape elements no higher than 6 inches.
Between 30 feet to 82 feet (10 meters to 25 meters)	<ol style="list-style-type: none"> 1. Secure parking structure can be located from 30 feet to 82 feet and beyond. 2. Secure utility connections and structures. 3. Regular landscape elements taller than 6 inches.
82 foot (25 meter) Parking Standoff Zone (see note 1 below) ¹	<ol style="list-style-type: none"> 1. Secure parking (e.g., VIP parking) can be as close as 82 feet from the building. 2. ADA parking can also be as close as 82 feet from the building. 3. Trash dumpsters should be located at least 82 feet from the building. 4. Secure access roads (with or without parking), with the closest road infrastructure being no closer than 82 feet from the building.
150 foot (45 meter) Perimeter Standoff Zone (see note 2 below)	<ol style="list-style-type: none"> 1. Non-secure visitor parking. 2. Perimeter fence and Entry Control Facilities (entry gates). 3. Vehicle search areas.

Notes on Table 2 Security Standoff Distances

1. A Controller Perimeter is a physical boundary at which visitor vehicle access is controlled at the perimeter of an installation.
2. In DoD terms, also known as the Effective Standoff Distance, which is less than the Conventional Construction Standoff Distance at which the required level of protection can be shown to be achieved through blast resistance analysis or can be achieved by building hardening or other mitigating construction or retrofit.
3. In DoD terms, also known as the Conventional Construction Standoff Distance, the standoff distance at which conventional construction may be used for buildings without a specific analysis of blast effects.

- During the course of the Team discussions, it was determined that it would be desirable to provide a 150-foot security standoff distance from the building perimeter. If the standoff distance cannot be achieved, building hardening and blast protection strategies may become necessary to supplement the security measures for the APD Headquarters.

IV. Single Facility Requirement

- The Team discussed the characteristics of a centralized, decentralized, and fragmented APD facility.
- The Team noted that a decentralized Police Department is workable in larger jurisdictions where districts or precincts must be created to serve different geographic areas. Given Alexandria’s geographic size (15.75 sq miles), current low crime rate, and population density, the most efficient and effective approach to provide law enforcement services would be to centralize the City’s Police functions.

- The Team inquired about the conditions for a consolidated facility in a nearby jurisdiction, and the Arlington Police Department was selected for comparison. The key points of the information inquiries with Arlington are summarized below, (and are similar to the conditions in Alexandria):
 1. Operational and logistical difficulties associated with decentralization;
 2. Growing population of day workers; and
 3. The City's relatively low crime rate did not warrant decentralized locations.
- The current off-site functions not planned to be part of the centralized facility are Vice-Narcotics/Street Crimes, the K-9 Center, the Charles Hill Memorial Firearms Range, and Hack Inspection because of the special needs of these functions.
- Except for functions requiring specialized facilities or confidentiality, the Alexandria Police Department would, under ideal conditions, operate from a central facility.
- During the 1980s, when Police functions operated from various scattered locations, (including the Lee Center and Hecht's Landmark Tire Center) the result was citizen confusion, resource duplication, additional staff travel time, and the erosion of operational efficiency, communications and morale. The Team has noted a repeat of this situation at present, whereby the space constraints, the slab settlement, and the parking deficiencies have forced the Police to operate once again from leased space in several locations.
- The current and future limitations of the Mill Road location, and the benefits of maintaining the current level of Police service provided by centralized operations requires the identification of a new single site location. The Team acknowledges that interim moves have become necessary and have occurred as part of a long-term development strategy. But the plan should not waver from the ultimate objective to provide a centralized Police department for the City.

V. Clarify the Optimal Areas

- The Team reviewed the list of sites from a long list of Optimal Area Parcels obtained from the City.
- The sites had to fulfill basic site parameters including location within City boundaries, vehicular accessibility, presence of utilities, and ideal size of parcel.
- The sites are concentrated in five general areas within the City, and these comprise the Optimal Locations for the Study (see Fig. 1):
 1. Optimal Location A – consists mainly of City-owned property located adjacent to Duke Street and the Metro rail tracks;
 2. Optimal Location B – properties located along the eastern portion of Eisenhower Avenue.
 3. Optimal Location C – properties located on the western end of Eisenhower Avenue.
 4. Optimal Location D – properties found within a general area bounded by King Street, Beauregard Street, Seminary Road, I-395 and Holmes Run Park.
 5. Other Site – refers to the ATA Building on Mill Road, opposite the PSC.
- The Team compared the property characteristics of the listed sites with the program requirements of the APD.

- The Team’s analysis at the start of the Study reduced the original list down to 11 sites. The Team updated the site information during the course of the Study, and this resulted in the removal of 3 sites, and the addition of 1 more site, for a total of 9 potential sites. (See Table 4)

VI. Identify Potential Sites

- Based upon the earlier discussion of the Site Selection Criteria (Sec. I), the Team reviewed the desirable characteristics of a new location for the APD. The reviews enabled the consolidation of some of the Criteria, while incorporating new concerns and issues discussed by the Team. The result of these discussions is a list of Site Evaluation Criteria and ranked them on a scale of 1 to 5 to indicate their relative importance to the APD’s needs. The Site Criteria and their importance ranking are presented in Table 3, and the detailed scoring sheets are attached as Exhibit B:

Table 3. Site Evaluation Criteria and Importance Ranking¹

Site Evaluation Criteria	Importance Ranking
Overall Site Area/ Configuration ²	5
Expansion Capability ³	5
Site Access and Response ⁴	4
Site Topography	2
Surrounding Land Use compatibility ⁵	2
Public Transportation ⁶	2

Notes on Table 3 Site Evaluation Criteria and Importance Ranking

1. A ranking of 5 indicates the highest relative importance, while a ranking of 1 indicates the lowest relative importance.
2. This criterion has several components. One considers whether the site meets the identified space needs of the APD. The site must be of sufficient size to accommodate the programmed office areas, parking and security setback requirements. Another consideration is to whether the site is of a regular shape that would allow flexibility in building configuration. Excessively long, narrow sites may have diminished buildable area due to security setback requirements.
3. Considers whether the site has sufficient area to allow for future programmed expansion of the Police facility (up to Yr 2014). Land is a finite and costly resource within the City and efforts must be made to secure a site with a capability to accommodate expansion.
4. Considers whether the site provides reasonable access to all parts of the City and the degree to which access is affected by traffic. Traffic and access concerns greatly impact the APD’s ability to respond quickly to emergencies.
5. Considers the degree to which the site is compatible with surrounding land uses and facilities. The ideal location is one that has the least adverse impact to the surrounding communities.
6. Considers whether the general public and the APD staff have access to the facility by public transportation. The ability to access the APD via public transport could also help reduce the parking demand of the facility.

- CDM provided the Team with the APD’s future program requirements, and the Team defined more clearly the parking and space program requirements. The Team also discussed APD access, operations, development phasing, and security concerns, to provide planning input to help determine the most suitable site.

- The general building and space requirements for the proposed APD Headquarters are:
 1. A site area requirement between 5.5 to 6 acres.
 9. A net office area requirement of 108,000 gross square feet.
 10. A 4-story maximum building height.
 11. Ability to accommodate a maximum of 552 vehicle parking spaces (by Yr 2014).

VII. Determine Site Suitability

- Based upon the previously gathered information as well as the space program requirements, the Team conducted an analysis of the features and characteristics of the sites. The nine potential sites were scored according to the Site Evaluation Criteria (see Table 3). The two highest scoring sites are deemed the Most Suitable Sites for consideration as shown in Table 4:

Table 4. Site Suitability Score and Ranking

PREFERRED SITES		
	Weighted Score	Rank
City Property – Duke Street/Wheeler Ave. (Parcels 28, 29, 30, 31, 54, 56, 57, and excludes Parkland)	108	1
Mark Center Plaza 2	105	2
MODERATELY SUITABLE SITES		
Warehouse Property – Wheeler Ave. (Parcels 4, 5, 6, 7, Partial 9)	87	4
UNSUITABLE SITES		
Eisenhower Avenue – American Self-storage (Parcels 24, 25, 26)	79	7
Warehouse Property – Wheeler Ave. (Parcels 8, 17, Partial 9)	69.5	8
Warehouse Property - Roth Street/Business Center Drive (Parcels 116, 117, 118)	68	9
VDOT Staging Area 2 – 2775 Eisenhower Ave. (Available only beyond Yr 2014)	85	5
SITES NO LONGER AVAILABLE		
AMC Property 3 – 5001 Eisenhower Ave.	91	3
ATA Office Building – Mill Road	81	6

Notes on Table 4 Site Suitability Score and Ranking

1. Sites with a score of 100 and above are considered Preferred Sites.
2. Sites with a score of 80 to 99 are considered Moderately Suitable Sites.
2. Sites with a score of 79 and below are considered Unsuitable Sites.
3. **The score of the VDOT Staging Area would rank it among the Moderately Suitable Sites. However, the timing of the site’s availability has made the site unsuitable for APD consideration. In addition, the site is currently on the list of proposed open space acquisitions.**
4. **These two sites were considered Moderately Suitable but are no longer available.**

VIII. Conclusion

Two preferred sites were identified: City property at Duke Street/Wheeler Avenue and property at Mark Center Plaza 2. Staff recommends that these two sites be discussed with the proposed citizens advisory committee to obtain input to Council on the selection of a site for the new police department. Use of the City-owned Duke Street/Wheeler Avenue site would involve reconfiguration of the City agencies located in that general area. With the City's acquisition of the office building on Business Center Drive there will be opportunity to replan the location of City agencies (T&ES and Recreation, Parks, and Cultural Activities) located in this area.

W.S.
6/21/04

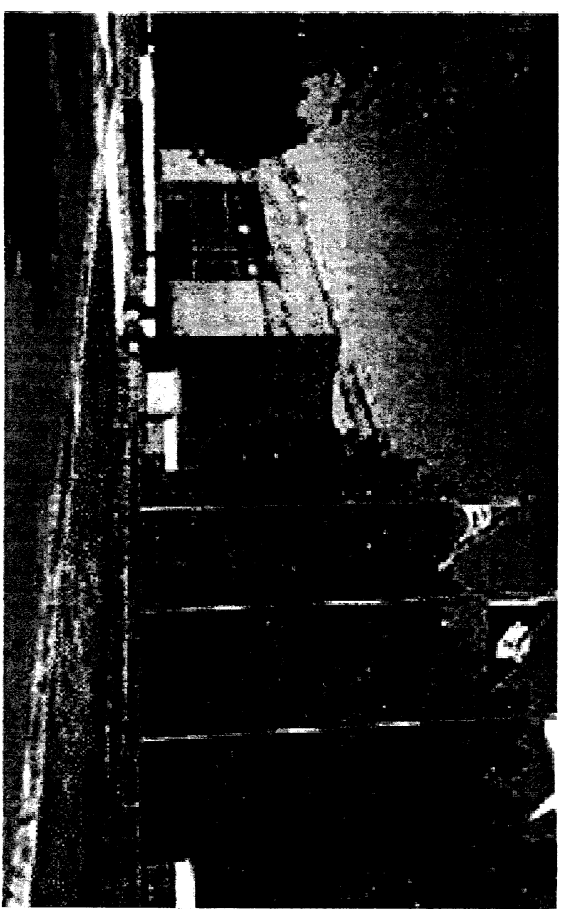
City Council Work Session

Public Safety Center

Site Suitability

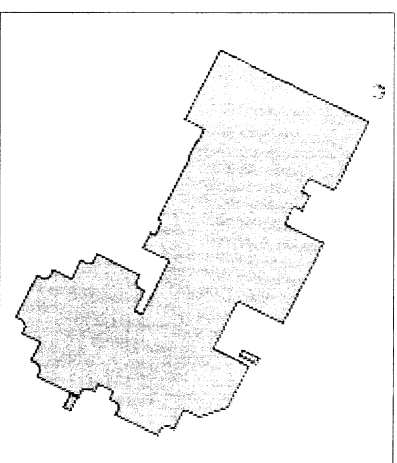
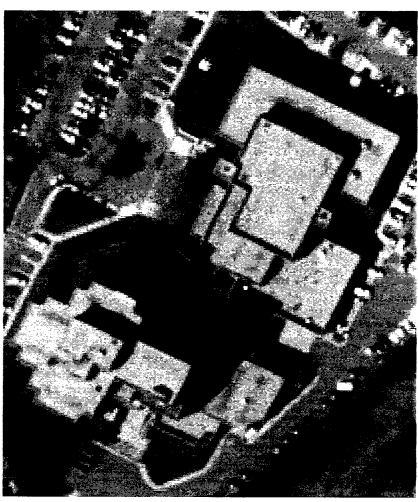
Department of
General Services

June 21, 2004



Background

- **Public Safety Center Steering Committee Inception: May, 2001**
- **Team Composition:**
 - **City Manager's Office**
 - **Alexandria Police Department**
 - **Office of the Sheriff**
 - **Magistrate**
 - **Department of General Services**
 - **Office of Management & Budget**
- **Elements Studied:**
 - **Slab Settlement and Corrective Requirements**
 - **Space Allocation & Shortfalls**
 - **Accessibility (current & future)**
- **Issue Paper completed May, 2002**



Prospective Building Profile

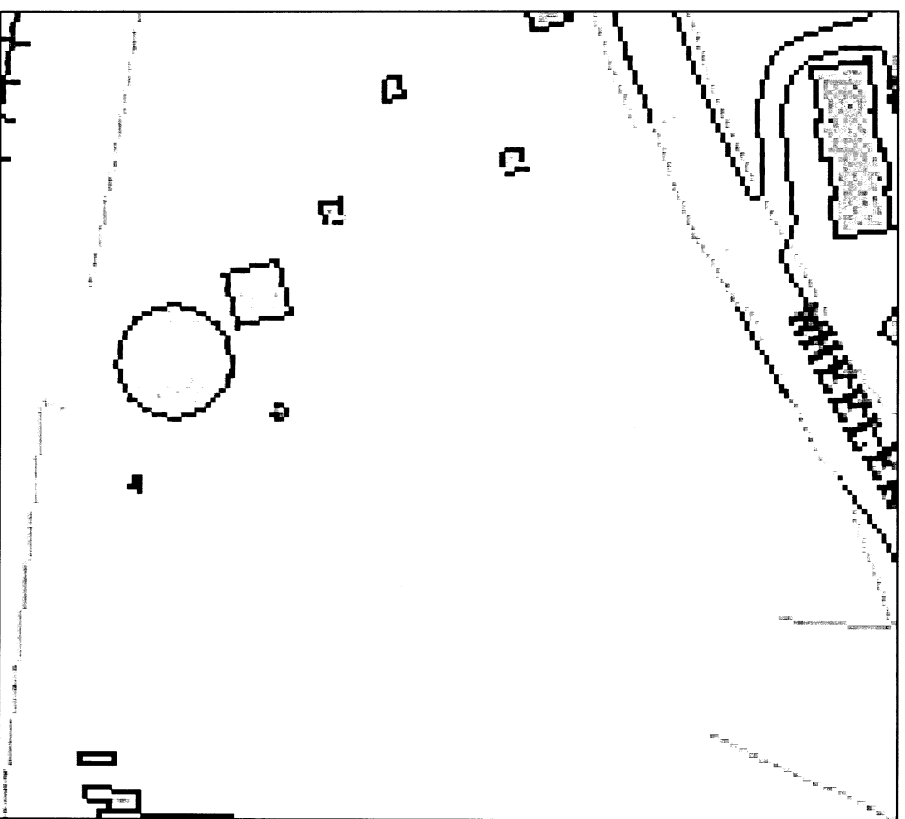
- **Designed for 560 employees (projected through 2014)**
- **Approximately 108,445 gross square feet**
- **4 stories (parking expansion space below grade)**
- **Structured parking for employees**
- **Surface parking for visitors**
- **150-foot security setback perimeter**
- **Site Size – Approximately 6 acres**

Project Budget

(in millions)

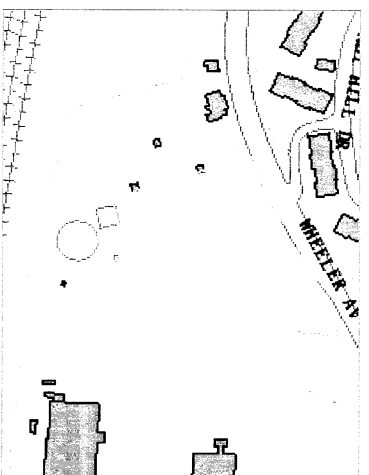
Activity	Available	FY 05	FY 06	FY 07	FY 08	Fy 09
New Facility						
Site Selection	\$16.610					
Design			\$2.130	\$2.190	\$0.050	\$0.470
Construction				\$0.520	\$43.120	\$0.320
Move						
Subtotal	\$16.610		\$2.130	\$2.710	\$43.170	\$0.790
Temporary Relocation						
Design	\$0.050					
Construction	\$3.519					
Move	\$0.050					
Subtotal	\$3.619					
Slab Settlement & Repair						
Design	\$1.496	\$0.220				
Construction	\$3.831	\$2.063				
Subtotal	\$5.327	\$2.283				
Total	\$25.556	\$2.283	\$2.130	\$2.710	\$43.170	\$0.790

Proposed Site: Duke Street/Wheeler Ave. Rank: 1





Proposed Site: Duke Street/Wheeler Ave.



Site 3: City Property 28, 29, 30, 31, 54, 56, 57 (Excludes Parkland)
Zoning District: I/POS
Assessed Value: 21,791,100
Composite Site Area: 19,81
Owner: COA, JBU LLC

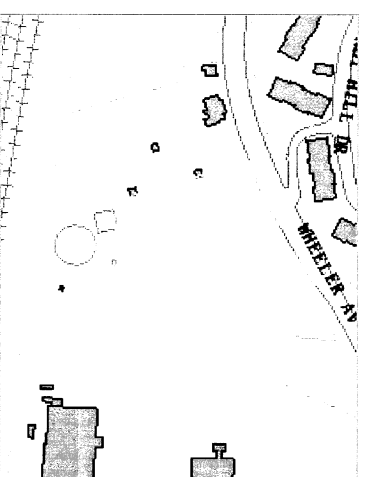
Criteria	Importance Weight	Rating (1-5)	Weighted Score	Availability (Y/N)	Remarks
Overall Site Area/ Configuration*	5	5	25	NA	Adequate Site Area for 2014 program requirements but requires major coordination
Expansion Capability**	5	5	25	NA	Adequate Site Area for expansion
Site Access and Response	4	5	20	NA	Egress and Ingress to/from Duke Street
Site Topography	2	4.5	9	NA	Minor grade difference
Surrounding Land Use compatibility	2	5	10	NA	Surrounded by Parkland, Industrial use and commercial use
Public Transportation	2	4	8	NA	Within close Distance to Duke Street Bus service
Utilities	2	5	10		
Water					
Natural Gas					
Electricity					
Telecom/INET					
stormwater					
Environmental/Wetlands	2	0.5	1	NA	Known environmental issues
Totals			108		

Site Suitability Points **108**
 Site Suitability Index **0.9**

* Includes area required for the building, parking garage and security setbacks through the Year 2014.
 ** Includes area required for the building, parking garage and security setbacks after the Year 2014.



Proposed Site: Duke Street/Wheeler Ave.



PREFERRED SITES

City Property – Duke Street/Wheeler Ave.
(Parcels 28, 29, 30, 31, 54, 56, 57, and excludes Parkland)

Weighted Score Rank

108 1

Advantages

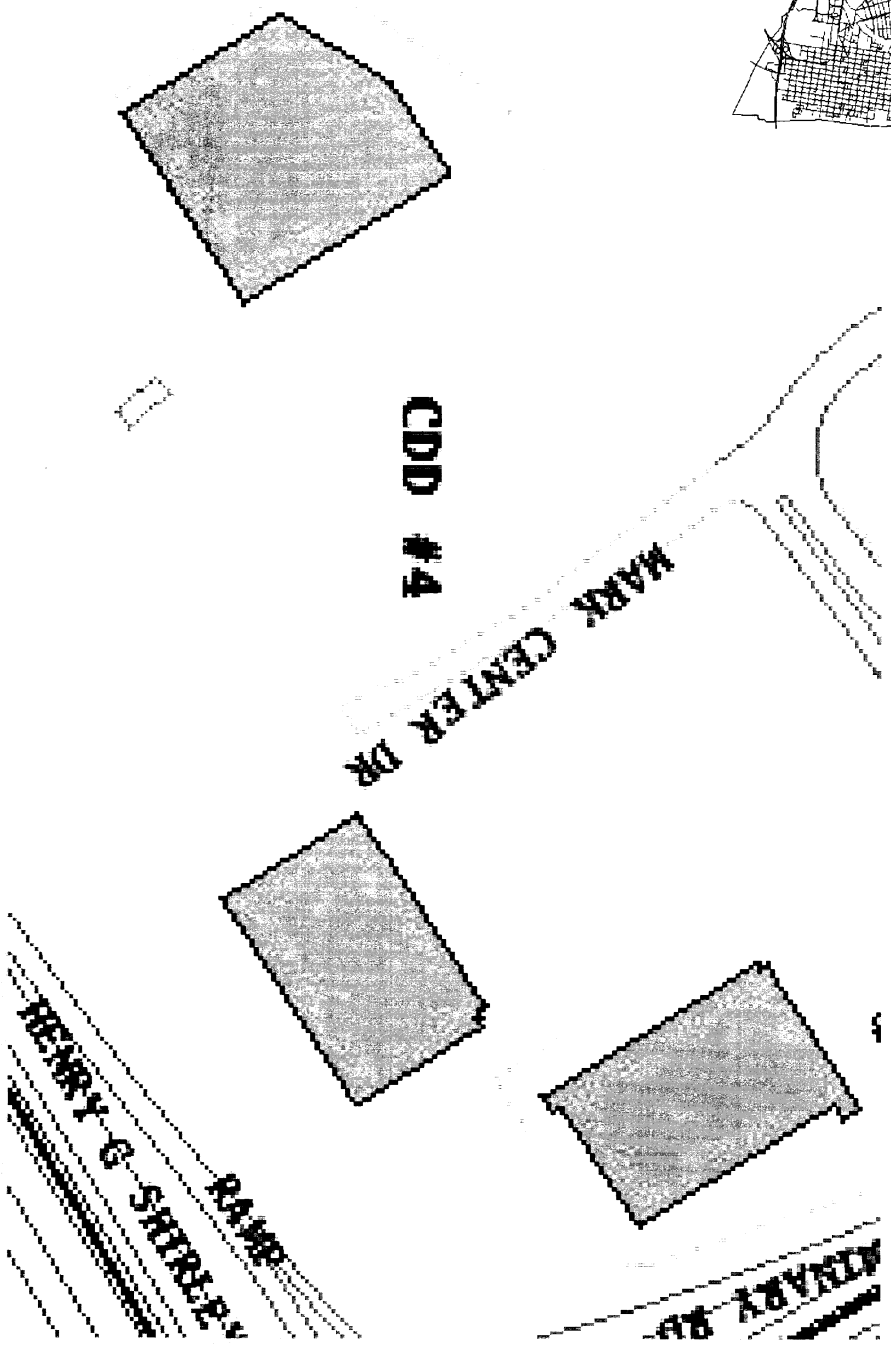
1. Currently owned by the City
2. Potential to maximize the use of properties
3. Adequate land area
4. Single ownership of most parcels
5. Flexibility in site configuration
6. Adequate land area for security standoff
7. Good location for efficient response
8. Compatibility of land uses

Disadvantages

1. Will require extensive planning between existing users
2. May require a longer construct time past 2014
3. Most probably will entail some environmental clean-up

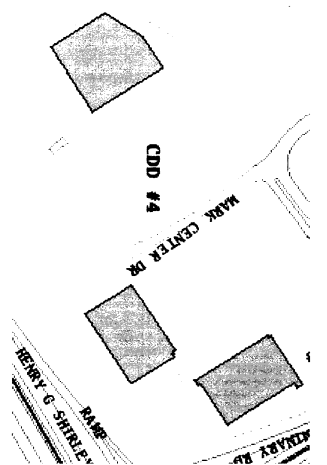
Proposed Site: Mark Center Plaza 2

Rank: 2





Proposed Site: Mark Center Plaza 2



Site 8: Mark Center Plaza 2

Zoning District: CDD-4

Assessed Value: 23,673,000

Composite Site Area: 6.3

Owner: Mark Center Plaza LP

Criteria	Importance Weight	Rating (1-5)	Weighted Score	Availability (Y/N)	Remarks
Overall Site Area/ Configuration*	5	5	25	NA	Adequate Site Area for 2014 program requirements (Existing Zoning Requirements 5.51Ac)
Expansion Capability**	5	4	20	NA	Availability of additional office space for expansion
Site Access and Response	4	3	12	NA	Too far away from the City center despite its Proximity to I-395, Quaker Lane and King Street
Site Topography	2	5	10	NA	Relatively Flat
Surrounding Land Use compatibility	2	5	10	NA	Surrounded by commercial use
Public Transportation	2	4	8	NA	Bus service on Beauregard
Utilities	2	5	10		
Water					
Natural Gas					
Electricity					
Telecom/NET					
Stormwater					
Environmental/Wetlands	2	5	10	NA	
Totals			105		

Site Suitability Points 105

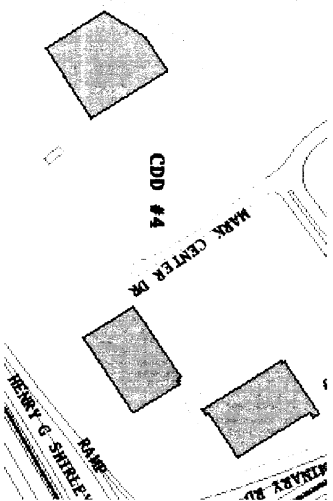
Site Suitability Index 0.875

* Includes area required for the building, parking garage and security setbacks through the Year 2014.

** Includes area required for the building, parking garage and security setbacks after the Year 2014.



Proposed Site: Mark Center Plaza 2



PREFERRED SITES

	Weighted Score	Rank
Mark Center Plaza 2	105	2

Advantages

1. Available to occupy in short time frame
2. Possible acquisition option for the City
3. Good parking available
4. Expansion potential
5. Preserved natural area provides security

Disadvantages

1. Operational issues in relation to the current PSC (access & response)
2. Long-term lease as opposed to sale