

ITEM 9- Action

June 15, 2005

Briefing on the Department of Defense (DoD) Recommendations to the Base Realignment and Closure (BRAC) Commission and Approval of Work Program Task for Modeling the Transportation and Air Quality Impacts of the Proposed DoD Changes

Staff

Recommendation: Receive briefing on the BRAC proposal and a four-task work program and schedule, endorsed by the COG Board of Directors at its June 8, 2005 meeting, to analyze the proposal's impacts on the Washington region. Adopt Resolution R22-2005 approving a work program task for modeling the transportation and air quality impacts of the proposed DoD changes.

Issues: None.

Background: On May 18, 2005, the TPB was briefed on the DoD proposal pursuant to the BRAC program, and asked that staff examine options for analyzing the transportation impacts of BRAC. On June 8, 2005, the COG Board of Directors adopted Resolution R19-05 endorsing a work program to undertake a comprehensive analysis of BRAC's impact on land use, transportation, air quality and economic and environmental issues in the Washington region.

**NATIONAL CAPITAL REGION TRANSPORTATION PLANNING BOARD
METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS
777 NORTH CAPITOL STREET, N.E.,
WASHINGTON, D.C. 20002-4239**

**RESOLUTION APPROVING A WORK PROGRAM TASK FOR
MODELING THE TRANSPORTATION AND AIR QUALITY IMPACTS
OF THE DEPARTMENT OF DEFENSE RECOMMENDATIONS
TO THE BASE REALIGNMENT AND CLOSURE COMMISSION**

WHEREAS, the National Capital Region Transportation Planning Board (TPB), as the metropolitan planning organization for the Washington Metropolitan area, is responsible under the provisions of the Transportation Equity Act for the 21st Century (TEA-21) for developing and carrying out a comprehensive, continuing and coordinated transportation planning process for the metropolitan area; and

WHEREAS, on May 13, 2005, the Secretary of the U.S. Department of Defense (DoD) released a list of DoD facilities proposed for closure or realignment to the Base Realignment and Closure (BRAC) Commission; and

WHEREAS, there are significant transportation systems usage and other implications to the jurisdictions of the TPB; and

WHEREAS, on May 18, 2005, the TPB received a briefing on the BRAC proposal, expressed concerns about its potential impacts, and directed that options for analyzing potential transportation impacts be developed; and

WHEREAS, on June 8, 2005, the COG Board of Directors adopted Resolution R19-05 (attached), endorsing a four-task work program and schedule to analyze the potential land use, transportation, air quality, and economic and environmental impacts of the BRAC proposal; and

WHEREAS, the TPB shares with the COG Board of Directors an interest in determining the impacts of the BRAC changes;

NOW, THEREFORE, BE IT RESOLVED THAT the National Capital Region Transportation Planning Board approves the work program task for modeling the transportation and air quality impacts of the Department of Defense recommendations to the Base Realignment and Closure Commission, as described in Task II of the attached work program endorsed by the COG Board of Directors at its June 8, 2005 meeting.

**METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS
777 North Capitol Street, N.E.
Washington, D.C. 20002**

**RESOLUTION REQUESTING REGIONAL ANALYSIS OF THE DEPARTMENT OF DEFENSE
RECOMMENDATIONS TO THE BASE REALIGNMENT AND CLOSURE COMMISSION AND
REGIONAL PARTICIPATION IN THE BRAC PROCESS**

WHEREAS, on May 13, 2005, the Secretary of the U.S. Department of Defense (DoD) released its list of DoD facilities proposed for closure or realignment to the Base Realignment and Closure (BRAC) Commission; and

WHEREAS, there are significant implications to the jurisdictions of the Metropolitan Washington Council of Governments (COG) regarding future employment, transportation infrastructure needs, traffic congestion and air quality if the DoD recommendations are followed; and

WHEREAS, the DoD recommendations deviate from the criteria established for making such recommendations and appear to be applied inconsistently across the country; and

WHEREAS, the DoD recommendations were to have been based, in part, on the economic impact on existing communities in the vicinity of the military installations, the infrastructure and sustainability of both existing and potential receiving communities, and environmental impacts of the proposed realignments and closures; and

WHEREAS, after considering all of the recommendations of the DoD and the underlying basis and consequences of each proposal, the BRAC Commission must report its findings and recommendations to the President no later than September 8, 2005; and

WHEREAS, after submission of the BRAC Commission report to Congress on September 23, 2005, (or November 7, 2005, if the President does not concur totally with the Commission's initial recommendations), its recommendations become binding if not disapproved by Congress on an all-or-nothing basis, making the BRAC Commission's recommendations difficult to change; and

WHEREAS, the BRAC Commission will have several regional hearings to hear from officials and citizens of the communities affected or threatened by the DoD recommendations, one of which will be July 8, 2005, in Baltimore, Maryland;

**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF DIRECTORS OF THE
METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS THAT:**

1. COG staff, in conjunction with the Planning Directors and professional staff of COG's member jurisdictions, will analyze the regional impacts of the DoD proposals, particularly impacts affecting land use, transportation, transportation infrastructure costs (Constrained Long Range Plan), air quality and other environmental measures, consistent with current COG policy objectives and the draft work program tasks (attached).
2. In preparing these assumptions concerning the changes in public and private sector employment, including those changes proposed in regional activity centers, COG will seek a consensus of the jurisdictions' Planning Directors and representatives of the business and development communities.
3. COG will also project the short and long term economic and environmental advantages and disadvantages of the DoD proposals, including infrastructure savings or costs.
4. Because of the large number of proposed realignments and closures in the National Capital Region, and because of the potential significance of these recommendations, COG requests that the BRAC Commission

schedule a hearing in the National Capital Region to hear the specific views of the public officials and citizens of the Region.

5. To ensure that COG provides timely communication to the BRAC Commission, the congressional delegation and other governmental and private sector stakeholders, the Board authorizes the executive committee, with input from its BRAC task force, to transmit its findings should such action be necessary and time sensitive. Pursuant to Rule 2.16 of the COG Rules of Procedure and Rule 32 of Robert's Rules of Order, any policy position or recommendation by COG shall be considered by the Board of Directors, sitting as the Committee of the Whole either electronically or telephonically, with at least 24 hours notice to all Board members..
6. The Executive Director, in his sole discretion, is authorized to contract with one or more expert consultants to assist COG and jurisdictional staff in the analyses authorized above, such assistance not to exceed \$25,000, from currently budgeted FY 2005 funds. No additional funds are requested.

Draft
June 9, 2005
Proposed Work Program Tasks for COG / TPB Assessment of
BRAC and DoD Security-Related Employment Changes In the Washington Region

Background

On May 13, 2005, U.S. Department of Defense (DoD) Secretary Donald H. Rumsfeld forwarded the Department's recommendations concerning the closure, realignment or expansion of military and other defense-related facilities to the Base Realignment and Closure (BRAC) Commission. Included in Secretary Rumsfeld's recommendations are a number of proposed changes to DoD facilities located in the District of Columbia, Maryland and Virginia. In addition to the base-specific BRAC recommendations, DoD has also recommended not renewing leases for buildings that do not meet the Department's Unified Facilities Criteria (UFC) Minimum Antiterrorism Standards for design and security. These workers may be relocated to facilities in other parts of metropolitan Washington, or to locations outside of the region.

The opportunities and challenges associated with these two linked issues were discussed at the COG Board meeting on Wednesday, May 11 and during a conference call with Board members on Thursday, May 19. During their conference call, Board members directed COG staff to compile information on the BRAC proposed changes and outline a proposed work program for assessing the potential land use, transportation and air quality impacts of the BRAC and UFC changes. The National Capital Region Transportation Planning Board (TPB) also discussed this issue during their May 18 meeting and directed TPB staff to undertake similar analyses.

Next Steps in the BRAC Process

The BRAC Commission will forward its report on the recommendations to the President by September 8, 2005, and the President will have until September 23, 2005, to accept or reject the recommendations in their entirety. If accepted, Congress will have 45 legislative days to reject the recommendations in their entirety or they become binding on the Department of Defense.

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June 9, 2005

**Proposed Work Program Tasks for COG / TPB Assessment of
BRAC and DoD Security-Related Employment Changes In the Washington Region**

I - Quantitative Analysis of DoD Proposed Facility Changes

The goal of this task is to develop estimates for forecast years 2010 and 2020 of the likely range of employment and other economic impacts of the proposed DoD facility changes. This range of employment impacts would be quantified as adjustments to COG's Cooperative Forecasts for future DoD employment by COG/TPB Analysis Zone (TAZ). These adjusted zone-level Forecasts will be used to assess the transportation and air quality impacts of the proposed DoD changes.

For DoD owned facilities

- (a) Determine the location (facility, county and state)
 - o from which new workers will be transferred into the Washington region
 - o to which transferred / realigned workers will be sent from the Washington region
- (b) Calculate the net employment change:
 - o By facility in the Washington and Baltimore metropolitan areas
 - o By jurisdiction in the Washington and Baltimore metropolitan areas
 - o In the COG Regional Activity Centers
 - o By major transportation corridors

For DoD leased facilities (impacted by BRAC / UFC security recommendations)

- (c) Determine the likely location – by jurisdiction and COG TAZ – for workers likely to be relocated within the Washington region by 2009 in response to the DoD *Unified Facilities Criteria (UFC)* standards for antiterrorism design
- (d) Calculate the number of workers likely to be located outside the Washington region
- (e) Estimate the number of DoD civilian employees that would resign, and not move with their agency

Ancillary DoD contractor employment impacts

- (f) Based upon the changes in DoD owned and leased facilities within the Washington region, estimate the likely number of DoD private contractors and consultants who could be reasonably anticipated to locate in areas immediately adjacent to the new and realigned DoD facilities.
- (g) Estimate the number of contract workers that would resign, and not move with their company

Backfilling and redevelopment of leased space

- (h) Quantify the likely pace and composition (jobs and / or housing) of the redevelopment or backfilling of DoD-leased facilities in the Washington region that would be vacated by 2009 for failure to meet the UFC security design standards.

II – Modeling the transportation and air quality impacts of the proposed DoD Changes

The goal of this task is to assess the regional transportation and air quality impacts of the forecast scenario(s) for 2010 and 2020 developed in Task I using the COG/TPB transportation modeling process. COG/TPB staff will provide the results of this modeling work to state and local transportation planners for their use in assessing local transportation impacts. COG/TPB staff will also coordinate with state and local governments to estimate the total additional transportation costs.

III - Qualitative Analysis

Compare and contrast the planning, design, construction and other criteria of the *DoD Minimum Antiterrorism Standards for Buildings* (“*Unified Facilities Criteria*”) with the performance-based recommendations of the Interagency Security Committee (ISC) *Security Design Criteria for New Federal Office Buildings and Major Modernization Projects*.

IV – Design and Security Issues for non-DoD Federal Agencies

Assess the potential for design / security concerns and potential employment shifts which might occur for non-DoD federal agencies that are currently governed by the ISC security recommendations.

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Proposed Work Program Tasks for COG / TPB Assessment of
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Proposed Schedule

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| May 27 | Draft work program for review by COG Board Executive Committee |
| June 1 | Discussion of proposed work program by Chief Administrative Officers Committee (CAOs) |
| June 8 | Review and approval of proposed work program by COG Board of Directors |
| June 15 | Review and approval of transportation elements of proposed work program by the National Capital Region Transportation Planning Board (TPB) |
| July 8 | Regional BRAC Commission in Baltimore, Maryland |
| July 13 | COG Board briefed on regional analysis of BRAC employment shifts, transportation and air quality modeling, and qualitative design standards |
| July 20 | TPB briefed on regional analysis of BRAC employment shifts, transportation and air quality modeling, and qualitative design standards |
| June / July | Briefings with Congressional delegation; coordination with NCPC, NVRC, GSA |