

INSTALLATION MISSION GROWTH

Community Profile

November 2009

Andrews Air Force Base (AAFB), Maryland

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Community at a Glance

Growth Management Organization (GMO):

Prince George's County Base Realignment and Closure (BRAC) Task Force

Geographic area affected by military installation growth:

Prince George's County, Maryland

Regional Population of affected area:

Prince George's County (2008) 820,852

Washington, DC (2008) 591,000

DC-MD-VA-WV Metropolitan Statistical Area (2000) 4.9 Million

Top growth challenges:

- Transportation
- Encroaching development within one to three miles of AAFB
- Medical Services for Veterans

Outstanding requirements in support of mission growth:

| Project Category | # of Projects | Sum of Project Cost | Sum of Funding Gap |
|------------------|---------------|---------------------|--------------------|
| Transportation | 2 | \$68,000,000 | \$68,000,000 |
| Totals: | 2 | \$68,000,000 | \$68,000,000 |

Source: Growth Project Needs Assessment (G-PNA) September 9, 2009, database

Mission Growth at a Glance

Growth Action: Base Realignment and Closure

Personnel Baseline and Growth Projection:

| | Baseline (January 2005) | Estimated Build-out Projection (2011) |
|--------------------|----------------------------|---|
| Military Personnel | 5,873 | 7,778 |
| Dependents* | | 14,486 |
| Civilian Personnel | 2,053 | 2,137 |
| Contractors* | | 1,687 |

Source: Air Force District of Washington (AFDW) 2009

*Breakouts of dependents and contractors are unavailable for the baseline year.

Growth Factors affecting community planning: Installation growth will increase traffic volumes on adjacent road corridors with existing marginal or failing levels of service. Limited funds are available to increase capacity of both roads and public transit.

Background

AAFB is the secure aerial gateway for the President of the United States, Vice President, Executive Cabinet members, members of Congress, military leaders, foreign heads of state and other dignitaries. The home of Air Force One, the base also supports Air Force and other military personnel engaged in critical national defense activities.

AFDW, the entity for coordinating Air Force operations in the National Capital Region (NCR), is headquartered at Andrews and was reactivated in 2005. AFDW is responsible for overseeing AAFB, Bolling AFB in the District of Columbia, and Air Force operations in the Pentagon.

The 316th Wing is AAFB "host wing" and is responsible for operating the Base. The 316th Wing maintains emergency reaction aircraft and other NCR contingency response capabilities critical to national security and for organizing, training, equipping, and deploying combat-ready forces for Air and Space Expeditionary Forces. The Wing also provides installation security, services, and airfield management services to support the President, Vice President, other senior leaders and more than 50 tenant organizations and Federal agencies.

AAFB is located in central Prince George's County, Maryland approximately five miles southeast of the District of Columbia/Prince George's County boundary and about ten miles southeast of Capitol Hill. The base covers 4,346 acres or about 6.8 square miles of land area in a largely self-contained community. Although it began as an isolated military installation during World War II, the residential neighborhoods and commercial and employment centers that surround the base today are the natural results of the processes of suburban development in the Greater Washington/Baltimore metropolitan areas.

Prince George's County sits at the center of one of the most dynamic and rapidly growing regions in the entire US, with Washington, DC, to the west and the Cities of Baltimore and Annapolis to the north and east. Several heavily traveled, key regional transportation routes including Interstates 95, 495, and 295; U.S. Route 50; U.S. Route 1; and Pennsylvania Avenue (MD-4) cross the County from border to border, north to south, and east to west. This outstanding access makes Prince George's County a highly convenient and desirable location for businesses and families but also contributes to daily traffic congestion that is expected to increase as a result of BRAC mission growth.

DoD Action

As a result of the BRAC 2005 and NCR initiatives, many new operational actions will occur at AAFB over the next several years:

- An additional 2,300 +/- personnel will be assigned to AAFB by 2011
 - A portion of this increase related to BRAC (804 positions) is expected by 2011, while the balance of the growth (approximately 1,496 positions) is related to NCR relocations and is anticipated by 2018
- The Air Force Office of Special Investigations will move from AAFB to Marine Corps Base Quantico, Virginia
- Air Force NCR leased locations will be relocated to AAFB
- NCR Air National Guard leased locations will be relocated to AAFB
- Inpatient care at Malcolm Grow Medical Center, located on AAFB, will be discontinued and the hospital will be converted to a clinic with an ambulatory surgery center

Community Response

The Prince George's County BRAC Task Force was originally formed in 2006 as a response to the BRAC decisions of 2005. The purpose of the Task Force was to plan a course of action to help Prince George's County and the State of Maryland anticipate areas where emphasis should be placed in response to growth. The resultant plan reflects the best judgment of experts in the fields of land use, transportation, and public facilities planning; education and training professionals; economic and community developers and members of the public—all of whom are represented on the Task Force, along with representatives from state and county government and the installation itself. Prince George's County completed its BRAC Action Plan and presented its findings at a meeting of the BRAC Subcabinet in October 2007.

Today the Task Force—through its transportation committee—is concentrating its efforts primarily on addressing the transportation challenges that are anticipated as a result of mission growth. Partner organizations are undertaking companion initiatives to address the needs of veterans, encroachment and land use, and the redevelopment/revitalization of established neighborhoods adjacent to AAFB—which are Prince George's County's highest BRAC-related priorities.

The Task Force is organized under the leadership of a Deputy Chief Administrative Officer in the Office of the County Executive and is staffed by personnel from the County's Economic Development Corporation, with assistance from personnel in the executive department, other County agencies, and the Prince George's County Planning Department.

Additionally, Prince George's County is a member of the Fort Meade Regional Growth Management Council and an active contributor to the State of Maryland's Local Government Subcommittee that advises the Lieutenant Governor and the BRAC Subcabinet on the challenges and opportunities that will result from BRAC mission growth in the State of Maryland.

Prince George's County has completed the following studies:

- Prince George's County BRAC Action Plan (September 2007)
- Prince George's County BRAC Zone Application and Designation for AAFB (December 2008)—The BRAC Zone is a tool devised by the Maryland General Assembly to provide incentives to BRAC communities for concentrating development near military bases that encourages transit-oriented development. Infrastructure investments made in the Zone are eligible for reimbursement from the increased property taxes generated by development within the Zone. The City of Laurel—one of the partners in the Fort Meade Regional Growth Management Council—also was awarded a BRAC Zone designation in 2008.

Implementation and Partnering Strategies

1. Challenge: Transportation

The principal direct Department of Defense (DoD) related job growth in the County is being allocated to AAFB. This part of the County will, at the same time, experience significant growth, most of which attributable to the planned Westphalia Town Center development that will be located northeast of the base. Because of the additional 13,985 indirect and induced jobs projected to result from this DoD-related growth, the cumulative impact on the County transportation network may be significantly greater than the immediate effects that can be attributed solely to the 2,300 +/- direct DoD-related jobs.

The analysis for the transportation section in Prince George's County's BRAC Action Plan was conducted using the County transportation network as it is currently projected for 2030—approximately ten to fifteen years after the direct and most indirect and induced, DoD-related growth is expected in the county.

Lastly, the proposed increases of up to 24,000 and 40,000 DoD-related jobs, respectively, at Fort Belvoir in northern Virginia and at Fort Meade/National Security Agency facilities in Maryland, will also affect traffic volumes in Prince George's County.

Prince George's County's baseline transportation analysis indicates DoD-related growth increases traffic on a number of roadways that already had marginal or failing levels of service. The most operationally consequential traffic increases occur in the immediate vicinity of AAFB, particularly on several arterials and collector roads. The timing for constructing or increasing capacity on these facilities must be accelerated to accommodate both non-DoD and DoD-related growth in the near term—and during a period when public dollars for any transportation projects from county,

state and/or Federal coffers are extremely difficult to come by. The following road corridors are of particular concern to Prince George's County:

- Local Roads
 - Dower House Road and relocation
 - Suitland Road
 - Old Alexandria Ferry Road
 - Old Marlboro Pike
 - Ritchie-Marlboro Road/White House Road
- State Roads
 - MD-223/Woodyard Road
 - MD-337/Allentown Road

Transportation demand management and transit enhancement concepts also being considered for incorporation into the State and County transportation management plans include but are not be limited to:

- Establishing a vehicle rates per peak hour cap to reduce congestion
- Reduction of single occupant auto driver mode split
- Reduction of employee parking demand
- Increase in average passenger occupancy at the base
- Use of shuttle bus services at regular intervals
- Completion of sidewalks on local/state roads abutting the base and improvements in pedestrian access

There is growing interest on behalf of AAFB to utilize public transportation to improve access by Federal employees to Andrews by 2011 and beyond. The Maryland State Highway Administration (SHA), the Prince George's County Department of Public Works and Transportation, and AAFB planners meet frequently to review progress and have incorporated BRAC transportation and transit needs into their monthly strategic planning discussions.

Strategy and actions to date:

Transportation corridor studies for Dower House and Old Alexandria Ferry Roads are pending with a projected completion date sometime in 2010.

A joint venture between the Maryland National Capital Park and Planning Commission (Prince George's County Planning Department), the Prince George's County Department of Public Works and Transportation, and the Economic Development Corporation is proposed through a funding request to the Office of Economic Adjustment (OEA). This study will assemble land improvements and transportation data; analyze conditions and identify trouble spots; provide a list of near-term (2011) intersection and/or roadway improvement options; provide a concept plan and evaluation of improvement options; and generate preliminary engineering for Dower House and Old Alexandria Ferry Roads for overall improvements to include construction cost estimates. These two local roads provide immediate access to two of the gates onto the base (Pearl Harbor and Virginia Avenue Gates) and both are in dire need of safety improvements.

AAFB is moving forward with some improvements outside of the base at the intersection of Dower House Road and the Pearl Harbor Gate. The Task Force's Transportation Committee is working closely with the base to forward this roadway for evaluation, certification and funding through the Defense Access Road Program.

Outcomes and achievements to date:

The OEA funding request for the transportation corridor studies is pending OEA review and approval. If funded, the timeline for completion of the studies is projected to be within six to nine months of award.

Outstanding Requirements:

Based on early reports defining BRAC mission changes at AAFB, the transportation challenges for Prince George's County as a result of growth at the base were underestimated and therefore were not given as high a priority by state and Federal officials as those at other Maryland BRAC receiving bases. Post-November 2005, it was assumed that Prince George's County would receive a net 400 new positions at Andrews, many fewer than at Aberdeen Proving Ground, Fort Meade, and National Naval Medical Center Bethesda, in particular. However, the number of NCR positions moving to Andrews from leased locations elsewhere in the Greater Washington area has since proved to be significant. As a consequence, Prince George's County and Maryland are playing catch up with respect to BRAC-related needs at Andrews in a time of scarce public resources.

Projects are already listed as requiring immediate attention on the Prince George's County Joint Signature Priorities Letter (JSL) with the State of Maryland that are significantly affected by DoD-related traffic growth; however, due to the late determination of the scale of mission growth slated to occur at AAFB, funding for these projects has been deferred due to lack of available funds. Because of BRAC the need to complete these projects has become more urgent. Prince George's County is working with the State of Maryland and the Maryland Congressional Delegation to identify and apply for funding through grants or special appropriations for these projects—such as, in particular, the Branch Avenue Metrorail Station Access project, improvements to Suitland Parkway (owned by the National Park Service), and Pennsylvania Avenue intersection improvements.

The Branch Ave. Metrorail station, which is about one and one half miles from the base, provides links to communities in Virginia, the District of Columbia, and elsewhere in Suburban Maryland and could become a preferred point of entry for NCR personnel relocating to Andrews from Arlington, Virginia, leased space. Additionally, SHA is completing its analysis of certain key intersections—specifically those along Forestville Road, Allentown Road, and Woodyard Road—that may be eventual recipients of additional state-funded planning grants.

Priority Transportation Projects, estimated project costs, funding committed and funding gaps

Prince George's County met with the OEA G-PNA team in the context of a State of Maryland-coordinated meeting on July 28, 2009 in Baltimore. Prior to the meeting, Prince George's County did not submit information about specific projects for G-PNA review. However, as a result of the site visit, the G-PNA team received information about two projects, Dower House Road and Old Alexandria Ferry Road (the combined estimate for which was \$68 million). It is information about these projects that is displayed in the earlier PNA table in this profile. Prince George's County is in the process of completing PNA worksheets providing additional project need information to the G-PNA team. This additional project need information includes detail on the projects listed below.

The County's Department of Public Works and Transportation prepared the following list of priority BRAC transportation projects for inclusion in the BRAC Local Government Subcommittee's Annual Report to the Maryland Governor's BRAC Subcabinet in November 2008. This list of projects remains current to date.

- 1) Dower House Road—widening and reconstruction from MD-4 to MD-223 to accommodate heavy truck use, as it is the only access point for commercial traffic onto the Base and additional personally-owned vehicle (POV) traffic that is related to BRAC personnel movements to the east side of the base. The consequences of failure to complete this project are dangerous conditions and traffic gridlock. Some funding from OEA has been requested for a transportation corridor study of this road and Old Alexandria Ferry Road but construction funds have not been budgeted (although they have been requested as part of the County's Federal appropriations request and the Federal surface authorization bill).
Estimated unfunded capital cost: \$40.9 million
- 2) Old Alexandria Ferry Road—overlay with pavement marking, sidewalks/curb/gutters; widen from two to four lanes, in part. OEA transportation corridor study funding requested.
Estimated unfunded capital cost: \$26.5 million for construction (\$.308 for improvements at the AAFB Virginia Avenue Gate).

- 3) Suitland Road—improvements to the roadway from Allentown Road to just beyond Suitland Parkway.
Estimated unfunded capital cost: \$15 million
- 4) Auth Road II—reconstruction of Auth Road from Henderson Way to Allentown Road. Improvements required for pedestrian safety and access between AAFB and the Branch Avenue Metro station.
Estimated unfunded capital cost: \$13 million
- 5) Bus purchases necessary for implementation of the AAFB transit plan.
Estimated unfunded capital cost: \$17 million
- 6) Branch Avenue Metro Access, Phase II—This project had \$60.4 million in state funding and \$4.95 million in Federal funding programmed; however, the project has been deferred for funding to the out years of the State of Maryland's Capital Transportation Project (CTP) List. Prince George's County has requested that this project be included as part of the State of Maryland's pending request for funding as part of the Federal Transportation Investment Generating Economic Recovery grant.
Estimated unfunded capital cost: \$70 million
- 7) Pennsylvania Avenue Interchanges:
 - a) Dower House Road relocation and intersection.
Estimated unfunded capital cost: \$85-95 million
 - b) Suitland Parkway intersection. Construction recently deferred to the out years of the State's CTP.
Estimated unfunded capital costs: \$114-130 million
 - c) MD-223/Melwood Road intersection reconstruction.
Estimated unfunded capital cost: \$105 million (State of Maryland to propose intersection planning study for OEA funding.)
- 8) MD-223 widening—Phase I: Steed Road to MD-5 under study. Funding needed for completion of study from MD-4 to Floral Park Road and to move project into widening and construction.
Estimated unfunded capital cost: \$131 million (this is an early Maryland estimate for completion of all phases of the project)
- 9) Forestville Road—Improvements to road needed near base and to implement AAFB identified off-base transportation requirements. This project is under consideration by State of Maryland for OEA intersection planning study funding.
Estimated unfunded capital cost: \$15.9 million
- 10) Allentown Road—Improvements to road needed near base and to implement AAFB identified off-base transportation requirements. This project is under consideration by State of Maryland for OEA intersection planning study funding.
Estimated unfunded capital cost: \$11.6 million

2. Challenge: Encroachment and land use within one to three miles of AAFB; Need to redevelop and revitalize surrounding communities to provide base personnel easily accessible community amenities without further encroachment

Established in 1973, the Air Installation Compatible Use Zone (AICUZ) program “promotes compatible land development in areas subject to aircraft noise and accident potential.” Under the program, DoD performs studies for all military air installations, focusing on areas near base runways and accident potential zones. An AICUZ study examines noise levels, existing community land uses and building heights near air bases, and makes recommendations that will minimize base impacts on civilian areas and promote compatible public and private land uses in the vicinity of an air base. Five AICUZ studies have been prepared for AAFB since the program’s inception: 1974, 1989, 1994, 1998, and 2007. These studies provide key technical information to local officials when they prepare land use and development plans for areas surrounding military installations.

As indicated above, AAFB initially began operations in World War II as a relatively isolated military installation. Over the intervening years, it was surrounded by residential neighborhoods and commercial and employment centers that were the natural consequences of the suburban development that occurred inside the Beltway in Prince George's County and elsewhere throughout the greater Washington Region.

Strategy and actions to date:

The AAFB Joint Land Use Study (JLUS) is a partnership between AAFB, Prince George's County, and the local community to facilitate a cooperative approach to development policy for the base and vicinity. The JLUS addresses incompatibilities that have arisen over time between the military installation and the surrounding community, due to sustained growth in the area outside the base. The main objectives of the JLUS are to encourage cooperative land use planning between the military installation and the surrounding community and seek ways to reduce the operational impacts of the base on adjacent land. Prince George's County initiated the JLUS in 2008 encompassing a study area between 1-3 miles outside the base perimeter. The study goals include:

- Ensuring local land use controls promote development that is compatible with the base mission and operations
- Addressing encroachment issues, including noise, traffic, pollution, and impacts on environmental and cultural resources
- Identifying opportunities for economic and community revitalization around the base
- Identifying needed traffic and transportation improvements
- Increasing communication and strengthening relationships between the base, the county, and surrounding communities

Outcomes and achievements to date:

Preparation of the JLUS was conducted by the Prince George's County Planning Department and was overseen by two advisory bodies: a Technical Committee comprised of technical and professional staff from Maryland Park and Planning, County government agencies and AAFB; and a Policy Committee consisting of Federal, state and local elected and appointed officials, the AAFB Commander and AFDW staff, representatives from OEA, area residents, business owners and property owners. Eight public meetings were held as part of the JLUS process.

The final JLUS draft document is currently under review and is expected to be approved by the policy committee and sent to the Prince George's County Planning Department and County Council for their endorsement late Fall 2009.

Outstanding requirements:

Implementation is the vital element of the JLUS. In Prince George's County, the JLUS envisions that responsibility for implementation would be placed in the hands of a new oversight committee that would be a combination of membership from the Technical and Policy Committees, including a mix of senior technical and professional staff as well as elected and appointed officials. This group would also be responsible for developing the regulatory changes needed for the plan, identifying and obtaining the funds to implement it, and ensuring continued public outreach and involvement.

In addition to revisions to the building codes and zoning and land development regulations addressing land use, noise and height, one of the key recommendations of the JLUS is an assessment of the revitalization potential of the Allentown and Suitland Road corridors adjacent to the base.

Priority Projects, estimated project costs, funding committed and funding gaps have not yet been identified.

3. Challenge: Medical Services for Veterans

The BRAC 2005 decision to change Malcolm Grow from a full service hospital to an out-patient clinic is one that has caused a great deal of controversy in Prince George's County. Currently, the County has a mutual aid agreement with the base, meaning that any significant incidents that occur near the base would be met with respondents from the County and the base. Closing the hospital at Malcolm Grow eliminates that mutual aid option.

This situation is potentially exacerbated by the fact that Prince George's County has the highest number of veterans of any county in Maryland. It will be difficult for these individuals, many of whom are elderly or disabled, to travel significant distances to receive medical services. This also will be a challenge for individuals who fly into AAFB on a

daily basis, some of our world's most important leaders, who will not have access to a full-service hospital in cases of immediate need.

The medical services currently provided at Malcolm Grow will be transferred to Fort Belvoir and the new Walter Reed National Medical Center Bethesda where the county executive predicts an additional 170,000 trips created on a road system that is already over capacity.

Strategy and actions to date:

The Andrews Business and Community Alliance is responding to this challenge. The Alliance is a membership organization whose mission it is to serve as an advocate for the interests of the base and the community before elected officials. Saving Malcolm Grow has become a top priority of the Alliance.

Outcomes and achievements to date:

It was recently announced that Malcolm Grow Hospital would stay open at least until Walter Reed National Medical Center Bethesda is completed in 2011.

Outstanding requirements:

Ongoing advocacy and identification of alternative options for continued medical services in Prince George's County if advocacy is unsuccessful.

Lessons Learned

Data and projections can change!

Early projections for BRAC-related growth in Prince George's County underestimated the number of personnel that would be moving to AAFB. In part, this was due to early analyses based on information gleaned from the BRAC Commission report. For example, it was not clear what growth would result from the NCR relocations out of leased space. Some information could not be readily substantiated by qualified sources and therefore was not reported at all.

Numbers remain fluid even today as organizations grow and/or decrease depending on mission structure changes. It is known, however, that the projected BRAC/BRAC-related growth at AAFB is not the 400 positions that were originally reported but are at least 2,300 positions and growing.

The fluctuation in these data has made planning a challenge and has resulted in Prince George's County getting off to a slightly later start than other Maryland BRAC growth communities in terms of organization and identification of resources for the BRAC response. Nevertheless, being about a year behind has yielded the County the benefit of learning from the wisdom of its neighbors.

Learn from the experience of neighboring growth communities

Although Prince George's County did not elect to adopt the extensive committee structure used by the Fort Meade Regional Growth Council (RGMC) when it organized its own BRAC Task Force, the County benefited considerably from the early experiences of the RGMC in terms of the Task Force's composition and scope of work. Being invited by the RGMC to participate in the 2007 OEA Growth Management Conference in St. Louis was extremely helpful. The latter led directly to seeking out OEA assistance to address the considerable BRAC-related transportation challenges in Prince George's County.

In this time of scarce government resources, Prince George's County anticipates that it will continue to learn from the experience of others—particularly as it devises its own transportation demand management solutions for AAFB.

Value your partnerships

As Prince George's County has honed its BRAC priorities over the course of the last two years, the value of its partnerships has become more and more important. Three such partnerships bear special mention.

One is the County's relationship with the Andrews Business and Community Alliance. This volunteer-driven, membership organization has developed a strong voice within the community on behalf of the base that is listened to by elected officials and respected by the installation leadership. The Alliance's strong relationship with that leadership has been extremely helpful in identifying resources and keeping track of the frequent changes in senior personnel that occur on any installation. In that light, the Alliance's unique role has helped the County immeasurably to build and maintain a strong relationship with the installation.

The second relationship is with the Maryland Governor's BRAC Subcabinet Local Government Committee. As the group that assists Maryland state government in prioritizing the State's responses to BRAC-related growth challenges, the Committee has been extremely important in helping to bring Prince George's County's needs to light with the decision-makers, particularly in the area of transportation.

The final partnership is Prince George's County's relationship to the Maryland Military Installation Council (MMIC). The MMIC was influential in building Maryland's case during the early deliberations by the BRAC Commission and it continues to play a pivotal role in helping to coordinate the myriad of agencies and organizations within Maryland that are working to strengthen and support the State's installations. The opportunities provided by the Council to present information, network, and communicate with counterparts on a statewide basis have been very helpful.

Be inclusive

It may be tempting, particularly early on, to adopt a "lean and mean" organizational structure that facilitates decision-making and is less time consuming to administer. However, the time that might be gained by this approach may well be lost if the voices of key constituencies are not heard until late in the process. This is a lesson that Prince George's County learned the hard way during the days leading up to the successful BRAC Zone application to the State of Maryland. Had the County had the benefit of input from certain community groups at the outset, the approach for the final application would have been established much earlier in the process.