



BRAC

AT

FORT BELVOIR

1988 - 2011





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by

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ABOUT THE COVER

“Transformation at Fort Belvoir” Illustration

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Front Cover: Main Gate at Richmond Highway, Camp Andrew A. Humphreys, 1918 *(photo courtesy of Fort Belvoir History Office)*; Construction of new installation sign at the Pence Gate / Main Entrance, 2011 *(photo by Connie Myers, BNVP)*.

Back Cover: Base Hospital, Camp Andrew A. Humphreys, 1918 *(photo courtesy of Fort Belvoir History Office)*; Aerial view of DeWitt Army Hospital, Fort Belvoir, 1957 *(photo courtesy of Fort Belvoir History Office)*; Fort Belvoir Community Hospital, 2011 *(photo by Connie Myers)*.

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PREFACE

The history of Base Realignment and Closure (BRAC) at Fort Belvoir, which ran from 1988 through 2011, is a varied story, and one that needs telling. This history includes not only the on-post story of all the planning, implementation and construction; but also provides an examination of all the political considerations and interaction among local leaders, the media and the surrounding communities. This is an important story, and provides many lessons learned for all concerned.

The author began work on this history more than six years ago, just as the BRAC 2005 recommendations were announced that May. A significant amount of time was devoted every week thereafter to compiling and documenting a BRAC timeline, and writing the annual interim reports, each of which has now formed a chapter in this history.

A number of people had a role in documenting this story. Don Carr, Director of Public Affairs for the Fort Belvoir Garrison, first directed the writing of this history, and provided extensive guidance and advisement. Another member of the Public Affairs Office who made a large contribution was Travis Edwards, the Garrison BRAC Outreach Chief.

Mark Strycula, an Installation Volunteer during 2010-2011, and a budding historian, wrote Chapter 1: Prologue, 1988-1999, following a great deal of research and discussion. He also assisted in writing Chapter 8: Fiscal Year 2011.

Michelle Bennett, graphic designer contractor at the Fort Belvoir Multimedia Visual Information Service Center, designed and formatted the book, including the cover illustration.

Connie Myers, of the Garrison BRAC Office, greatly assisted in proofreading, editing and formatting the text. Besides excellent editing abilities, she possessed an almost encyclopedic knowledge of the BRAC proceedings. Her suggestions corrected numerous errors in the text.

Thanks are also extended to COLs John Strycula, Garrison Commander, and Mark Moffatt, Deputy Garrison Commander for Transformation and BRAC, who wrote the Foreword and Afterword respectively.

Gustav Person
Installation Historian
December 2011

FOREWORD

When I arrived at Fort Belvoir as the Garrison Commander in July 2010, the major Base Realignment and Closure (BRAC) 2005 implementation had already begun; however considerable construction was still underway. In addition to the construction of the many sizeable facilities that was ongoing, extensive road and utility infrastructure improvements that were both necessary and widespread were still in progress.

Despite the major construction and turbulence on post, the Fort Belvoir Garrison and our partner organizations never lost sight of our primary tasks and continued to accomplish all of our missions. The bottom line is that Fort Belvoir's transformation has made it more effective for our partners to complete their critically important functions. Although BRAC occupied much of our attention during these past six years, we now look forward to continue the installation's role as a major supporter of the worldwide Department of Defense mission.

Now that the BRAC deadline has passed on 15 September 2011, Fort Belvoir is moving into the 21st Century, and continuing its transformation. Our installation, which has long been known as a platform of excellence for administrative, intelligence and logistics missions, now has added medical, legal and command and control to our portfolio of excellence with the arrival of our newest mission partners. Belvoir's continuing transformation will ensure that the installation remains a great place to work and our partners continue to be "Leaders in Excellence."

Additionally, throughout the BRAC construction and transformation, the installation remained focused on the promises of the Army Family Covenant and worked to protect the high quality of life. The excellent homes available on post through privatized housing, coupled with an active BOSS program and endless Morale, Welfare and Recreation opportunities, ensured that Belvoir remained a great place to both live and play.

The history of BRAC at Belvoir over the previous six years has often been characterized as a monumental task and a great number of people supported the installation throughout the process. Those many participants and supporters should consider themselves proud of the numerous accomplishments and successes, and are owed a large measure of thanks. COL Mark Moffatt (Deputy Garrison Commander for Transformation and BRAC) is one in particular who must be recognized for his pivotal role in the success of BRAC at Belvoir.

In the 18th Century, COL William Fairfax built his Manor House and plantation on the Belvoir peninsula. He coined the term "Belvoir" (Beautiful to See) to describe his holdings and the surroundings that we call Fort Belvoir today. We can continue to proclaim that Belvoir is still both beautiful to see and "A great place to live, work and play."

John J. Strycula
Colonel, USA
Garrison Commander

GLOSSARY

AAFES	Army and Air Force Exchange Service
ABC	American Building Corporation
ACS	Access Control Site
ACSIM	Assistant Chief of Staff for Installation Management
ADCD	Assistant Deputy Commander for Development
AFB	Air Force Base
AHF	Army Historical Foundation
AMC	Army Materiel Command
AMF	Army Modular Force
AMTL	Army Material Technology Laboratory
APE	Area of Potential Effect
APG	Aberdeen Proving Ground
ARFORGEN	Army Force Generation
ARNG	Army National Guard
ARRA	American Recovery & Reinvestment Act
ASA	Assistant Secretary of the Army
ASA (IE& E)	Assistant Secretary of the Army (Installations, Environment & Energy) <i>(Formerly ASA Installations & Environment)</i>
AUSA	Association of the U.S. Army
BASOPS	Base Operations
BDE	Brigade
BEIT	Belvoir Executive Integration Team
BIO	Belvoir Integration Office
BITL	BRAC Implementation Team Leader
BITPOC	BRAC Implementation Team Point of Contact
BN	Battalion
BNVP	Belvoir New Vision Planners
BOA	Board of Advisors
BOS	Board of Supervisors
BRAC	Base Realignment and Closure
BRDEC	Belvoir Research, Development, and Engineering Center
CAA	Concepts Analysis Agency
CAC	Citizens' Advisory Committee
CCA	Christopher Chadbourne & Associates
CDC	Child Development Center
CE	Categorical Exclusion
CERDEC	Communication and Electronics Research, Development and Engineering Center
CIA	Central Intelligence Agency

CIB	Capital Improvement Budget
CIDC	Criminal Investigation Division Command
CMTL	Combat Material Technology Laboratory
COBRA	Cost of Base Realignment Actions
CODEL	Congressional Delegation
COE	Corps of Engineers
COTR	Contracting Officer Technical Representative
CRB	Community Relations Breakfast (formerly CUB)
CSA	Chief of Staff of the Army
CSM	Command Sergeant Major
CTB	Commonwealth Transportation Board
CUB	Community Update Breakfast
CUP	Central Utilities Plant
DA	Department of the Army
DAAF	Davison Army Airfield
DAR	Defense Access Road
DCAA	Defense Contract Audit Agency
DCMCI	Defense Contract Management Command International
DCMC	Defense Contract Management Command
DeCA	Defense Commissary Agency
DEIS	Draft Environmental Impact Statement
DES	Directorate of Emergency Services
DFMWR	Directorate of Family, Morale, Welfare & Recreation
DGC	Deputy to the Garrison Commander
DIA	Defense Intelligence Agency
DLA	Defense Logistics Agency
DoD	Department of Defense
DOIM	Directorate of Information Management
DOL	Directorate of Logistics
DOT	Department of Transportation
DPW	Directorate of Public Works
DTRA	Defense Threat Reduction Agency
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
EPG	Engineer Proving Ground
ESC	Emergency Services Center
ETFE	Ethylene Tetrafluoroethylene
EUL	Enhanced Use Lease
EXSUM	Executive Summary
FBNA	Fort Belvoir North Area
FCFCA	Fairfax County Federation of Civic Associations
FCDOT	Fairfax County Department of Transportation

FCP	Fairfax County Parkway
FCPS	Fairfax County Public Schools
FEIS	Final Environmental Impact Statement
FY	Fiscal Year
FHWA	Federal Highway Administration
FONSI	Finding of No Significant Impact
GAO	General Accounting Office
GC	Garrison Commander
GDPR	Global Defense Posture Realignment
GEN	General
GSA	General Services Administration
GWOT	Global War on Terror
HOT	High Occupancy Toll
HOV	High Occupancy Vehicle
HQDA	Headquarters Department of the Army
ID	Infantry Division
IMA	Installation Management Agency
IMA	Information Mission Area
IMCOM	Installation Management Command
IP	Implementation Plan
IPB	Installation Planning Board (formerly ISLC)
ISC	Information Systems Command
ISLC	Installation Senior Leaders Council
JFHQ-NCR/MDW	Joint Force Headquarters-National Capital Region/ Military District of Washington
JPA	Joint Permit Application
JPPSOWA	Joint Personal Property Shipping Office Washington Area
JTF CapMed	Joint Task Force National Capital Region Medical
JUIAF	Joint-Use Intelligence Analysis Facility
LTC	Lieutenant Colonel
LTG	Lieutenant General
LEED®	Leadership in Energy and Environmental Design
MCB	Marine Corps Base
MDA	Missile Defense Agency
MDW	Military District of Washington
MEDCOM	Medical Command
MEDD	Manpower and Equipment Documentation Division
MILCON	Military Construction
MIPS	Master Integrated Program Schedule
MOA	Memorandum of Agreement
MOI	Method of Instruction
MSA	Mission Support Activity
MTMC	Military Traffic Management Command
MX	Military Executive

NA	North Area
NAAQ	National Ambient Air Quality
NAF	Non-Appropriated Funds
NARFE	National Association of Retired Federal Employees
NARMC	North Atlantic Regional Medical Command (now NRMC)
NCE	New Campus East (now NGA Campus East)
NCPC	National Capital Planning Commission
NCR	National Capital Region
NDAA	National Defense Authorization Act
NHPA	National Historic Preservation Act
NVEOD	Night Vision Electro-Optics Directorate
NEPA	National Environmental Policy Act
NERO	Northeast Regional Office
NGA	National Geospatial-Intelligence Agency
NGIC	National Ground Intelligence Center
NMUSA	National Museum of the United States Army
NNMC	National Naval Medical Center (Bethesda)
NOVA	Northern Virginia (Community College)
NP	North Post
NRMC	Northern Regional Medical Command
NST	NEPA Support Team
NVEOD	Night Vision Electro-optics Directorate
NV & EO	Night Vision & Electro-optics
NVL	Night Vision Lab
OAA	Office of the Administrative Assistant to the Secretary of the Army
OCAR	Office of the Chief, Army Reserve
OEA	Office of Economic Adjustment
OIPT	Overarching Integrated Process Team
OSD	Office of the Secretary of Defense
OSEG	Operations Security Evaluation Group
OPORD	Operations Order
PA	Preferred Alternative
PAIO	Plans, Analysis & Integration Office
PAO	Public Affairs Office
PBAC	Program Budget Advisory Committee
PBS&J	Post, Buckley, Shuh & Jernigan, Inc. (now Atkins)
PEO-EIS	Program Executive Office - Enterprise Information Systems
PIB	Planning Integration Board
PIF	Partners in Flight
PL	Public Law
PM-ALTESS	Program Manager – Acquisition Logistics & Technology Enterprise Systems
POC	Point of Contact
PRTC	Potomac & Rappahannock Transportation Commission

PWC	Prince William County
POV	Privately Owned Vehicle
PX	Post Exchange
RADM	Rear Admiral
RFI	Request for Information
RFP	Request for Proposal
RMO	Resource Management Office
ROC	Reliability of Concept, also Rehearsal of Concept (ROC Drill)
ROD	Record of Decision
SDDC	Surface Deployment & Distribution Command
SECARMY	Secretary of the Army
SECDEF	Secretary of Defense
SES	Senior Executive Service
SF	Square Feet
SFAC	Soldier Family Assistance Center
SMA	Sergeant Major of the Army
SOM	Skidmore, Owings & Merrill, LLP
SWA	Southwest Area
TARDEC	Tank Automotive Research, Development and Engineering Center
TCMP	Traffic Coordination & Management Plan
TMP	Transportation Management Plan
UFC	Uniform Facilities Criteria
USAAA	United States Army Audit Agency
USACE	United States Army Corps of Engineers
USALSA	United States Army Legal Services Agency
USAMAA	United States Army Manpower Analysis Agency
USANCA	United States Army Nuclear & Chemical Agency
USASAC	United States Army Security Assistance Command
USN	United States Navy
USO	United Service Organization
VADM	Vice Admiral
VDOT	Virginia Department of Transportation
VA	Veterans Administration
VCSA	Vice Chief of Staff of the Army
VMAC	Virginia Military Advisory Council
VNDIA	Virginia National Defense Industrial Authority
VPOC	Visitors Processing Operations Center
VRE	Virginia Railway Express
WMATA	Washington Metropolitan Area Transit Authority
WHS	Washington Headquarters Services
WRAMC	Walter Reed Army Medical Center
WTU	Warrior Transition Unit
XO	Executive Office

Chapter One

PROLOGUE 1988 - 1999

*Mark Strycula
Installation Historian Volunteer*

INTRODUCTION

Base Realignment and Closure (BRAC) is the term applied to the actions authorized by Congress to close or realign certain military installations. The purpose of these actions was to bring the military's base structure in line with its force structure. To achieve this goal, Congress passed Public Law (PL) 100-526 in October 1988, establishing the 1988 Defense Secretary's Commission. Later, to create a more fair and reviewable BRAC process, Congress enacted PL 101-510, which established an independent commission to examine the proposals offered by the Department of Defense (DoD).¹

The enactment of the BRAC laws had its origin in the fact that the U.S. military was, during the late twentieth century, growing smaller. Throughout the 1960s and 1970s, many military installations were closed as the military itself downsized, especially after the Vietnam War. Congress, however, saw the interests of its members being threatened by these closures, and therefore passed Section 2687 of Title 10, US Code, which created an extremely prolonged process to close bases. Consequently, no installations were shut down for the rest of the 1970s and much of the 1980s. Meanwhile, the military's force structure continued to downsize. The result of this stalemate was the loss of billions of taxpayer dollars which were wasted on bases that were either unused or underutilized.²

In an effort to rectify this situation, Secretary of Defense (SECDEF) Frank Carlucci created, on 3 May 1988, a commission to recommend installations for either closure or realignment. This BRAC Commission passed their recommendations on to the SECDEF, who could either approve or disapprove them. Thus, the 1988 BRAC decisions were made internally by the DoD; Congress itself could only accept or reject the recommendations in their entirety. Later that year, Congress passed PL 100-526, officially legalizing the actions of the SECDEF.³

By 1990, the military's force structure was again decreasing as a result of the end of the Cold War, the disintegration of the Soviet Union, and the destruction of the Berlin Wall. Consequently, SECDEF Richard Cheney made further attempts to realign the base structure with

¹ Defense Secretary's Commission, *Base Realignments and Closures* (Washington, D.C.: DoD, 1988), p. 8; Defense Base Closure and Realignment Commission, *1993 Report to the President* (Washington, D.C., 1993), p. 3-1.

² *Ibid.*

³ SECDEF, *BRAC Report*, pp. 8, 38-39.

the declining force structure, but he met with stiff resistance from Congress, which declared that his actions were aimed at injuring political opponents.⁴

In order to prevent another political deadlock that would waste more money, Congress passed PL 101-510, signed by President George H. W. Bush on 5 November 1990. This law established a BRAC Commission of eight members selected by the president who would meet in 1991, 1993, and 1995 to independently study the closure and realignment proposals made by the DoD. In this endeavor, they would be supported by the General Accounting Office (GAO), which would help provide accurate information so that the commission could make informed decisions. Thus, Congress tried to eliminate any political bias in the new rounds of BRAC.⁵

Before each BRAC Commission met, the different armed services of the U.S. military examined their base structure and force structure and sent their recommendations to the SECDEF. He, in turn, based his proposals on the information that was given to him by each service and presented this list to the BRAC Commission. When making their respective lists, both the SECDEF and the BRAC Commission were guided by eight criteria (the first four were given priority over the others):

- The mission requirements
- The condition of an installation’s facilities, land, and airspace
- An installation’s ability to accommodate its current or future tenants
- The cost of any closures or realignments
- The savings generated by such actions
- The effect such actions would have on local economies
- The ability of communities to support current or future tenants
- The effect such actions would have on the environment⁶

The Results of Each BRAC Round⁷

Year	1988	1991	1993	1995
Realignments	59	48	45	Not available
Closures	86	34	130	Not available
Total	145	82	175	132

⁴ BRAC Commission, *1993 Report*, p. 3-1.

⁵ Defense Base Closure and Realignment Commission, *1995 Report to the President* (Washington, DC., 1995), p. 4-3; BRAC Commission, *1993 Report*, pp. 3-1, A-1 & A-2.

⁶ BRAC Commission, *1993 Report*, pp. 3-3, C-1.

⁷ SECDEF, *BRAC Report*, p. 6; Defense Base Closure and Realignment Commission, *1991 Report to the President* (Washington, D.C., 1991),

The purpose of this report is to outline how the 1988, 1991, 1993, and 1995 BRAC rounds affected Fort Belvoir, Virginia. It will explain what the installation did in preparation for and in the execution of the actions mandated by each BRAC Commission.⁸

1988 - 1990

The 1988 Defense Secretary's Commission was the first of the BRAC rounds. As has been previously stated, the changing situation of the modern world caused a simultaneous change in the U.S. military. The overall size of the U.S. Armed Forces was decreasing, and so the government tried to downsize the number of military installations to match this decrease. The 1988 BRAC round began on 3 May 1988 – the day on which SECDEF Richard Cheney established the Commission.

On 24 October 1988, Congress enacted PL 100-526, which not only recognized the SECDEF's actions in law, but also made the base closing process easier by removing steps which were previously required before any major installation was shut down.⁹

The 1988 BRAC Commission was co-chaired by Jack Edwards and Abraham Ribicoff. The twelve members of the commission had extensive backgrounds in both governmental and military positions. The commission released its recommendations on 29 December 1988, and they were accepted by SECDEF Cheney and forwarded to Congress on 5 January 1989. Because Congress did not pass a joint resolution of disapproval in May of that same year, the commission's proposals became law. Thus, the recommendations had to be completed before 30 September 1995. However, to allow for required planning and consultation, no BRAC project could begin until 1 January 1990, although they had to commence by 30 September 1991.¹⁰

The largest project the 1988 BRAC Commission recommended was the closure of Cameron Station, Virginia, and the realignment of its activities to other posts. The commission explained that Cameron Station did not have the appropriate environment or facilities to support the administrative work performed by its tenants. Consequently, it said that a large portion of Cameron Station's activities should move to Fort Belvoir. These activities included:

- Defense Logistics Agency (DLA)
- Defense Contract Audit Agency (DCAA)
- Engineer Activity Capital Area
- Joint Personal Property Shipping Office, Washington Area (JPPSOWA)¹¹

Other activities which were not specifically mentioned by the commission but also moved to Fort Belvoir as a result of the closing of Cameron Station included:

- Institute of Heraldry
- Soldiers Magazine

⁸ BRAC Commission, *1993 Report*, p. 3-1; SECDEF, *BRAC Report*, p. 8.

⁹ *Ibid.*

¹⁰ *Ibid.*, pp. 38, 46; Martha Rudd, "Fort Belvoir May Gain Activities," *Castle*, 13 January 1989.

¹¹ SECDEF, *BRAC Report*, pp. 54-55.

- U.S. Army Recruiting Support Center
- U.S. Army Aeronautical Service
- Army and Air Force Exchange Service (AAFES) regional headquarters¹²

Furthermore, the commission suggested that the Morale, Welfare, and Recreation (MWR) facilities on surrounding installations were to be expanded to supplement for the MWR services lost due to the closing of Cameron Station.¹³

All-in-all, the commission estimated that this project would save approximately \$13.3M annually.¹⁴

Additionally, the commission pointed out that the cost of shutting down Cameron Station could be further reduced by developing the Engineer Proving Ground (EPG), an 820-acre piece of land which was currently unused because the US Army Engineer School and Center had moved away from Fort Belvoir in June 1988. The Army began to consider the possibility of using the EPG as administrative space in December 1988, and the commission supported this possibility because, if implemented, it could provide space for Cameron Station activities being realigned to Fort Belvoir.¹⁵

Besides the closure of Cameron Station, the commission made several other proposals which directly affected Fort Belvoir. For example, it recommended that the corrosion prevention and control functions located at the Army Material Technology Laboratory (AMTL), Massachusetts, be moved to the Belvoir Research, Development, and Engineering Center (BRDEC). This realignment would merge the corrosion functions from the AMTL with sections of the BRDEC that were doing similar research on Fort Belvoir, allowing this research to be done with greater effectiveness.¹⁶

Moreover, the commission proposed moving the various elements of the Criminal Investigation Division Command (CIDC), which were spread out between Fort Meade and Fort Holabird, to Fort Belvoir. The purpose of this realignment was to bring the CIDC together in one place so that its elements could operate together more efficiently. In order to ensure that there was enough space on Fort Belvoir for the CIDC, the sections of the Information Systems Command (ISC) on Fort Belvoir was ordered to move to Fort Devens, Mass.¹⁷

Finally, the Woodbridge Housing Site, which was administered by Fort Belvoir, was slated for closure. This village housed only nine families, so the commission suggested that it be shut down and sold after the families had moved out.¹⁸

Cameron Station was an installation situated on 164 acres and provided administrative space for 337 military and 4,355 civilian personnel. The majority of these would move to Fort Belvoir,

¹² “Fort Belvoir May Gain Activities,” 13 January 1989.

¹³ SECDEF, *BRAC Report*, p. 55.

¹⁴ *Ibid.*, p. 54.

¹⁵ *Ibid.*, pp. 54-55; “Fort Belvoir May Gain Activities,” 13 January 1989.

¹⁶ SECDEF, *BRAC Report*, pp. 60-61.

¹⁷ *Ibid.*, pp. 68-69.

¹⁸ “Fort Belvoir May Gain Activities,” 13 January 1989.

and the land would be sold to help pay for this move. Nevertheless, although the closure of Cameron Station was undoubtedly the largest project initiated by the 1988 BRAC Round for Fort Belvoir, the installation would also be the recipient of an additional 422 personnel from leased space, Fort Meade, and Fort Holabird. Finally, 360 people were ordered to move from Fort Belvoir to Fort Devens as a result of the realignment of the ISC. The breakdown of all these changes is shown below.¹⁹

Individual Changes at Fort Belvoir (1988 BRAC)²⁰

Number of Jobs Moving	Military	Civilian	Total
From Cameron Station	302	3,374	3,676
From AMTL	1	75	76
From Leased Space (CIDC HQ)	134	86	220
From Fort Meade (CIDC)	34	23	57
From Fort Holabird	16	53	69
To Fort Devens	77	283	360

Total Changes at Fort Belvoir (1988 BRAC)²¹

Number of Jobs	Military	Civilian	Total
Before BRAC	7,341	7,498	14,839
Transferring to Fort Belvoir	487	3,611	4,098
Transferring from Fort Belvoir	77	283	360
After BRAC	7,751	10,826	18,577

The year 1989 was a year of preparation for Fort Belvoir as it began to plan how it would implement the recommendations made by the 1988 BRAC Commission.

Firstly, the Garrison added a new position to its staff in November: the Assistant Deputy Commander for Development (ADCDD). Mr. Maury Cralle, Jr. was chosen to serve in this

¹⁹ Ibid.; "HQDA BRACO In Process Review (IPR) II," 13-14 June 1989.

²⁰ Ibid.

²¹ Ibid.

position, and his job was to manage all development on Fort Belvoir, but especially BRAC-related development. Consequently, it fell to the ADCD and his staff to ensure that the installation would be able to provide enough space for the future tenants, either by constructing new buildings or renovating old ones.²²

The Manpower and Equipment Documentation Division (MEDD) on Fort Belvoir conducted an examination of the installation’s staff and concluded that more personnel authorizations would become necessary in fiscal years (FY) 1994 and 1995 in order to provide adequate support for those living and working on the post. Additionally, the Information Systems Command (ISC) created an Information Mission Area (IMA) planning cell to create a strategy that could meet the structural and technical challenges of completing the BRAC recommendations which affected Fort Belvoir.²³

It was determined that an estimated 1,000,000 square feet of construction, spread across eight projects, would be sufficient to provide administrative space on Fort Belvoir for the incoming activities. The major projects were: a headquarters complex, an industrial park along Theote Road, a shopping center with a new Post Exchange (PX), a new commissary, and the expansion of the existing commissary’s warehouse. Furthermore, the plan included the renovation of Buildings 1465 and 1466 in order to provide additional workspace.²⁴

BRAC Projects on Fort Belvoir²⁵

Project Name	Estimated Cost	Total Square Footage
HQ Complex	\$173M	652,233
Industrial Park	\$38M	233,972
Shopping Center	\$7.80M	42,700
Commissary	\$11.80M	81,200
Commissary Warehouse Addition	\$1.78M	21,769

The local community took great interest in Fort Belvoir because they saw that the installation would be changing extensively over the next few years and wanted to know how these changes would affect them. In particular, the development elicited concerns from the off-post communities and elected officials, who were both worried about the increase of traffic that would result from the numerous new tenants moving to Fort Belvoir. Thus, it fell to the Public

²² John Dervan, “Annual Historical Review: 1 January 1989-31 December 1989,” Fort Belvoir, Va., p. 5-10 (Hereinafter cited as “Annual History”).

²³ Ibid., pp. 19-3, 19-4, 21-1.

²⁴ Ibid., p. 24-7; John Dervan, “Annual History FY 94,” p. 18; John Dervan, “Annual History FY 95,” p. 15; Thomas Grant, Memorandum for Director of Management, “Review of Base Realignment Construction Requirements, U.S. Army Military District of Washington; Audit Report.”

²⁵ Ibid.

Affairs Office (PAO) to provide information for the communities and keep them up-to-date about what was going on at Fort Belvoir. To accomplish this, the PAO held press conferences, conducted media tours, and published information in the *Castle*, the weekly post newspaper.²⁶

Preparations for the Draft Environmental Impact Statement (DEIS) began in June 1989. These preparations identified a number of concerns that local residents and officials had regarding the planned development on Fort Belvoir. For example, many were worried about the increase in traffic the BRAC projects would create in an area that was already gridlocked. The effect these projects would have on the environment was another point brought forward as the DEIS was being prepared. Moreover, Fort Belvoir served as a corridor for wildlife moving between Huntley Meadows on the north and Mason Neck on the southwest of the installation. Some were concerned that the development on the installation would cut off this pathway, while others were worried about the amount of input that Fairfax County would have as plans were made for the future development. Finally, because Fort Belvoir had begun preparations for so many different projects – including the BRAC realignments, the arrival of the Army Materiel Command (AMC), and the possible development of the EPG – there were fears that the separate Environmental Impact Statement (EIS) for each project would prevent the designers from seeing the whole effect the development would have on the local community and the environment. All these concerns were noted by the Army, and it announced that a Comprehensive EIS would be published to ensure that the total impact of the numerous changes being planned for Fort Belvoir and the surrounding installations would be considered.²⁷

In 1990, preparations continued for the BRAC development on Fort Belvoir, but several delays were also encountered.

LTC Roger Gorres, director of Engineering and Housing on Fort Belvoir, created a 20-year Long Range Strategic Plan to improve and expand the installation's utilities and structures so that it could meet the infrastructural challenges posed by the arrival of numerous additional activities.²⁸

Two recommendations made by the 1988 BRAC Commission were delayed because the DoD was, at that time, reexamining the military's base structure in preparation for the 1991 BRAC round and was discussing the possibility of changing several of the previous recommendations. The realignment of the ISC from Fort Belvoir to Fort Devens was put on hold due to the likelihood that the latter installation would be closed by the next BRAC commission. Similarly, the sections of the AMTL which were originally scheduled to realign to Fort Belvoir delayed their move because the DoD was considering relocating Army research centers to a new location as it prepared its proposals for the 1991 BRAC Commission.²⁹

Furthermore, work did not begin on the PX, the commissary, and the commissary warehouse

²⁶ John Dervan, "Annual History 1989," pp. 6-1 & 6-2.

²⁷ Kevin Robinson, "Army Holds Public Hearing on Draft EIS," *Castle*, 19 July 1991; Rick Sanborn, "Fairfax County Residents Voice Concerns at Meeting," *Castle*, 11 August 1989.

²⁸ Deborah Fields, "Post's Infrastructure Plan in Place," *Castle*, 29 June 1990.

²⁹ John Dervan, "Annual History 1990," p. 22-6.

in 1990 because the Program Budget Decision determined that Non-Appropriated Funds (NAF) must be used to pay for NAF facilities and any moves they were required to make.³⁰

The construction of other BRAC projects, however, commenced in 1990. For example, a site study was conducted for the HQ Complex, and work began on the design of the building. Additionally, it was necessary that several roads be improved to support the increase of personnel on Fort Belvoir, and the process of planning these improvements began in 1990. Lastly, the sites chosen for the BRAC projects on Fort Belvoir were examined to ensure that the construction would not disturb any areas of archeological significance.³¹

Thus, by the end of 1990, Fort Belvoir had begun planning and laying the groundwork for the implementation of the recommendations made by the 1988 BRAC round.

1991 - 1992

After the end of the Cold War, the U.S. government realized that it needed to reduce its base structure further. Consequently, SECDEF Richard Cheney attempted to close more installations, but Congress opposed these on the grounds that the recommendations made in this round and in the 1988 BRAC round were influenced by political aims. Thus, Congress established a new method of closing and realigning installations with PL 101-510, which created the BRAC Commission to independently evaluate the suggestions made by the SECDEF and stated that it would meet in the years 1991, 1993, and 1995.³²

In accordance with this law, SECDEF Cheney forwarded the proposals of the DoD to the BRAC Commission on 12 April 1991. This commission was chaired by Mr. James Courter, a former member of the House of Representatives who had served on various military reform committees. Courter and his colleagues spent the next two and a half months analyzing these recommendations before they sent their own report to President George H.W. Bush on 1 July. He, in turn, approved the proposals and forwarded them to Congress on 11 July. Finally, because Congress did not pass a joint resolution of disapproval, the recommendations officially became law on 30 July 1991.³³

The scope of the 1991 BRAC round was much smaller than the 1988 one. In the latter, for instance, 145 installations were recommended either for closure or realignment, whereas the former only affected 82 installations. The proposals pertaining to Fort Belvoir, therefore, were much more limited in scale and focused mainly on modifying the 1988 proposals. Implementation of the 1991 recommendations had to start before July 1993 and be completed by July 1997.³⁴

³⁰ Ibid.

³¹ Ibid., pp. 22-2, 22-7.

³² BRAC Commission, *1993 Report*, p. 3-1.

³³ BRAC Commission, *1991 Report*, pp. 1-2 & 1-3; BRAC Commission, *1995 Report*, pp. 4-4 & 4-5.

³⁴ SECDEF, *BRAC Report*, p. 6; BRAC Commission, *1991 Report*, p. vii; BRAC Commission, *1995 Report*, p. 4-5.

The commission suggested that Fort Devens, Mass. be closed except for the land necessary to train Reserve Component units. This proposal changed a recommendation made by the 1988 round, which had ordered the various elements of the ISC to realign to Fort Devens. However, the 1991 BRAC Commission cancelled this and recommended that the ISC sections on Fort Belvoir, whose original destination had been Fort Devens, should instead move to Fort Ritchie, Md. or some other installation in the National Capital Region (NCR).³⁵

The commission also proposed creating a new Combat Material Technology Laboratory (CMTL) at Adelphi, Md. and Aberdeen Proving Ground (APG), Md. It decided to move all the elements of the AMTL to the CMTL. Thus, the realignment of the corrosion prevention and control elements from the AMTL to Fort Belvoir – another recommendation of the 1988 BRAC round – was cancelled. Additionally, the 1991 BRAC Commission ordered the 6.1 and 6.2 materials elements from the BRDEC to join the CMTL on APG. Moreover, it determined that the Directed Energy and Sensors Basic and Applied Research element of the Center for Night Vision and Electro-Optics (NV&EO) on Fort Belvoir should join the CMTL at Adelphi.³⁶

Nevertheless, the commission stated that the establishment of the CMTL and the integration of the numerous research elements into it could not begin until 1 January 1992. By doing this, the commission gave the SECDEF an opportunity to consider the suggestions which the Advisory Commission on Consolidation and Conversion of Defense Research and Development Laboratories offered.³⁷

As was mentioned earlier, the changes which the 1991 BRAC round initiated on Fort Belvoir were much smaller in scale than the previous recommendations. The realignment of the sections from the BRDEC and NV&EO to the CMTL affected 156 military and civilian positions. Furthermore, the redirection of the corrosion functions transferred 178 military and civilian positions from AMTL to APG instead of Fort Belvoir. Finally, because the realignment of the ISC elements on Fort Belvoir to Fort Richie never occurred, approximately 400 military and civilian positions remained on the former installation.³⁸

Additionally, Fort Belvoir continued to work on fulfilling the recommendations made by the 1988 BRAC round. Firstly, the Garrison determined that Building 1464 should be renovated in order to accommodate the sections of the ISC remaining on Fort Belvoir. This project was scheduled to be completed by July 1992. The design process for the HQ Complex continued, while work on the design of the industrial park and Building 1466 began in 1991. Lastly, plans for the improvement of infrastructure roads on Fort Belvoir were awarded to Wilbur Smith Associates, who were ordered to finish them by November 1992.³⁹

³⁵ BRAC Commission, *1991 Report*, p. 5-7.

³⁶ *Ibid.*, pp. 5-12 & 5-13.

³⁷ *Ibid.*, p. 5-13.

³⁸ John Cummings, "Belvoir Tenant Units Affected by Drawdown," *Castle*, 19 April 1991; John Dervan, "Annual History 1991," p. 2-6.

³⁹ John Dervan, "Annual History 1991," pp. 19-3, 19-4, 19-5.

BRAC Buildings and their Occupants⁴⁰

Building	Main Occupants
HQ Complex	DLA, DCAA, & DTRA
Industrial Park	Defense Supply Service – Washington, Directorate of Personnel and Community Activities Outdoor Recreation, Engineer Activity Capital Area, Baltimore District Procurement Office, & Directorate of Public Works Supply Management Division
Building 1464	ISC
Building 1465	CIDC Headquarters
Building 1466	Soldiers Magazine, JPPSOWA, & the Institute of Heraldry

The Army also completed the EIS for the BRAC projects on Fort Belvoir in 1991. On 7 June 1991, it released the DEIS, and hearings and public comment on this document lasted until 29 July. The final draft of the EIS was published on 23 August, and the Army released its Record of Decision (ROD) on 30 September. Ms. Susan Livingstone, Assistant Secretary of the Army for Installations, Logistics, and Environment, stated in the ROD that, after considering what was said by both the EIS and the public, the Army determined no major impacts would result from the projects on Fort Belvoir initiated by BRAC 1988. Nevertheless, the ROD recommended fourteen acts which would lessen the environmental and social effects these projects would produce.⁴¹

Now that the EIS had been completed, Fort Belvoir began to transition from planning its BRAC projects to actually building them. In January 1992, the design for the HQ Complex was finished, and construction began in November of that same year. By May, Fort Belvoir had also completed the plans for the industrial park. Moreover, the Building 1464 project was finished and the ISC moved into it in 1992. The design for the renovation of Building 1465 was released in November 1992, while construction continued on Building 1466. Finally, it was determined that a new commissary was unnecessary and that project was canceled, although the planned expansion of the warehouse for the existing commissary was not canceled.⁴²

⁴⁰ John Dervan, "Annual History FY95," p. 14; John Dervan, "Annual History FY94," p. 18; John Dervan, "Annual History 1991," p. 19-3; John Dervan, "Annual History FY93," p. 51.

⁴¹ Kevin Robinson, "Army Holds Public Hearing on Draft EIS," *Castle*, 19 July 1991; COL Peter Geloso, "Environmental Impact Statement, Comprehensive Base Realignment/Closure and Fort Belvoir Development," 23 August 1991; Susan Livingstone, "Record of Decision Closure of Cameron Station, Alexandria, Virginia," 30 September 1991, p. 4.

⁴² John Dervan, "Annual History 1991," pp. 19-4 & 19-5; John Dervan, "Annual History FY92," p. 53.

The end of 1992 found Fort Belvoir well underway in the implementation of the recommendations made by both BRAC rounds, but it was also looking forward to the following year and the new proposals which would be made by the next BRAC Commission.

1993–1994

As ordered by PL 101-510, SECDEF Leslie Aspin, Jr. published a list of installations which the DoD believed should be either closed or realigned by the BRAC Commission on 12 March 1993. This commission was again chaired by Mr. James Courter, and its members had various backgrounds in military, business, and political affairs. After thoroughly studying the DoD's proposals, the commission forwarded its revised recommendations to President William Clinton on 1 July. He approved this list and sent it to Congress the next day. Finally, Congress did not pass a joint resolution of disapproval, so the recommendations formally became law on 30 September 1993.⁴³

The total number of installations affected by the 1993 BRAC round was larger than either of the previous two: 130 bases were selected for closure, while 45 bases were selected for realignment, resulting in a total of 175 BRAC actions. The law ordered that the implementation of these actions had to begin by July 1995 and be finished before July 1999.⁴⁴

The main consequence of the 1993 recommendations for Fort Belvoir was the closure of the BRDEC and either the elimination or realignment of its individual business areas. Specifically, the commission ordered seven business areas to be shut down: tunnel detection, materials, marine craft, topographic equipment, support equipment, and construction equipment.⁴⁵

Any of the BRDEC business areas which the commission did not recommend for closure were ordered to be moved elsewhere. Thus, the chosen destination for the supply, bridging, counter mobility, water purification, and fuel/lubricant business areas was the Tank Automotive Research, Development, and Engineering Center (TARDEC), Detroit Arsenal, Michigan. The reasoning behind this realignment was that the research being done at both these BRDEC business areas and the TARDEC was closely related, so bringing them together would enable them to operate more efficiently.⁴⁶

Lastly, the commission recommended that control of several other BRDEC business areas should be given to the Night Vision Electro-Optics Directorate (NVEOD) of the Communication and Electronics Research, Development, and Engineering Center (CERDEC) on Fort Belvoir. These included: the physical security, battlefield deception, electric power, low cost/low observables, environmental controls, and remote mine detection/neutralization business areas. Consequently, although the NVEOD was gaining control of these business areas, it was not necessary for the

⁴³ BRAC Commission, *1995 Report*, pp. 4-5 & 4-6; BRAC Commission, *1993 Report*, pp. viii & H-1.

⁴⁴ *Ibid.*, p. viii; BRAC Commission, *1995 Report*, p. 4-6.

⁴⁵ BRAC Commission, *1993 Report*, p. 1-10.

⁴⁶ *Ibid.*, pp. 1-9 & 1-10.

latter to move off of Fort Belvoir because both the NVEOD and the BRDEC were located on the installation.⁴⁷

The scope of the 1993 recommendations that pertained to Fort Belvoir was larger than the 1991 round, but much smaller than the 1988 round. The closure of the five BRDEC business areas eliminated 290 positions. Furthermore, giving command of the six business areas to the NVEOD affected 370 jobs, and the realignment of the five business areas to the TARDEC transferred 165 civilians to Detroit Arsenal, Mich. All-in-all, the 1993 BRAC round resulted in the elimination or realignment of approximately 825 positions on Fort Belvoir, and the commission stated that these actions would save an estimated \$13.4M annually.⁴⁸

In the years 1993 and 1994, as the deadline to meet the 1988 recommendations drew near, the Garrison entered the final stages of construction on its various BRAC projects. By the end of 1994, the HQ Complex, the improvement of infrastructure roads, and the renovation of Building 1465 were all near completion. However, the expansion of the commissary warehouse was delayed until the commissary system in the NCR could be further examined. On 14 January 1994, work on Building 1466 was finished, and its occupants - Soldiers Magazine, JPPSOWA, and the Institute of Heraldry – all moved in during May of that same year. The new PX opened for business in November 1994. Finally, the industrial park was completed on 10 June, and its new tenants successfully transferred from Cameron Station to Fort Belvoir.⁴⁹

Additionally, in 1993, the U.S. Army Military Traffic Management Command (MTMC) came to an agreement with the Virginia Department of Transportation concerning the construction of the Fairfax County Parkway (FCP). Together, they determined that the Army would pay \$12.1M to help build this road that would alleviate the increased traffic – a result of the substantial development occurring on Fort Belvoir due to BRAC.⁵⁰

By the end of 1994, Fort Belvoir was on schedule to complete the proposals made by all three BRAC rounds and was anticipating the final set of recommendations which were to be released the following year by the 1995 BRAC Commission.

1995–1999

The year 1995 marked the last of the BRAC rounds initiated by PL 101-510. SECDEF William Perry forwarded his proposals to the BRAC Commission on 28 February 1995. The chairman of this commission was Mr. Alan Dixon, a former senator who had served on the Armed Services Committee, and who had also co-written the 1990 legislation which established the BRAC Commission. Alan and his fellow commissioners analyzed the SECDEF's recommendations and,

⁴⁷ Ibid., p. 1-10.

⁴⁸ Joseph Morales, "BRDEC Named on New DoD BRAC List," *Belvoir Eagle*, 18 March 1993; BRAC Commission, *1993 Report*, p. 1-9.

⁴⁹ John Dervan, "Annual History FY94," pp. 17-18; John Dervan, "Annual History FY95," p. 15; Robert J. Lieberman, "Audit of Completed Defense Base Realignment and Closure Construction Projects," 5 June 1996.

⁵⁰ John Dervan, "Annual History FY93," p. 52.

on 30 June 1995, sent their amended list to President William Clinton. After approving it, President Clinton forwarded this list to Congress, which officially recognized the recommendations in law by not passing a joint resolution of disapproval on September 8.⁵¹

The 1995 BRAC round recommended a total of 132 closures or realignments – a smaller number than the previous round, which had affected 175 installations. Included in the 1995 proposals were the closure of 79 installations and the realignment of 26 others. PL 101-510 required that the implementation of these recommendations begin by July 1997 and be completed by July 2001.⁵²

There were two 1995 recommendations which pertained to Fort Belvoir. The first one was the realignment of the Concepts Analysis Agency (CAA). This organization was located in leased space in Bethesda, Md., but the commission proposed moving it onto Fort Belvoir because the long-term cost of maintaining the CAA in leased space was much higher than the cost of building it a new facility on Fort Belvoir.⁵³

The realignment of the CAA affected 57 military and 135 civilian positions by transferring them from Bethesda to Fort Belvoir. The commissioners estimated that this move would demand a one-time cost of \$2.7M, but they also stated that it would provide annual savings of \$0.9M.⁵⁴

The second recommendation was the integration of the Defense Contract Management Command International (DCMCI) with the Defense Contract Management Command HQ (DCMC HQ) on Fort Belvoir. Moving the DCMCI from Gentile Air Force Station, Ohio, to Fort Belvoir and combining it with the DCMC HQ would allow, the commission declared, both units to operate more effectively and would reduce overhead costs by integrating them at the same location.⁵⁵

With the publishing of these recommendations, the task of the BRAC Commission was finished, and it was dissolved on 31 December 1995. Nevertheless, work on the implementation of its proposals continued. For instance, Fort Belvoir began to design the new building for the CAA. By 30 September 1995, the Garrison had also completed the improvement of infrastructure roads and the HQ Complex. Thus, the DLA, DCAA, and DTRA moved into this building, and – with all its tenant units realigned elsewhere – Cameron Station officially closed. Additionally, the renovation of Building 1465 was finished, and the CIDC occupied their new headquarters on 23 June. Meanwhile, the expansion of the commissary warehouse continued.⁵⁶

During the year 1995, there was also a major development of the plan to build administrative facilities on the Engineer Proving Ground. In 1994, the Fairfax County Board of Supervisors had approved the plan to develop the EPG, but the Department of the Army

⁵¹ BRAC Commission, *1995 Report*, pp. ix & Q-1; David Lockwood and George Siehl, *Military Base Closures: A Historical Review from 1988 to 1995*, (Washington, D.C.: CRS Report for Congress, 18 October 2004), p. 15.

⁵² *Ibid.*; BRAC Commission, *1995 Report*, p. F-6.

⁵³ *Ibid.*, pp. 1-13 & 1-14.

⁵⁴ *Ibid.*, p. 1-13; Mark Kalinoski, "Perry Releases '95 BRAC Proposals," *Belvoir Eagle*, 2 March 1995.

⁵⁵ BRAC Commission, *1995 Report*, p. 1-116.

⁵⁶ John Dervan, "Annual History FY95," pp. 14-15.

announced its disapproval of this plan in 1995 and stated that no construction would be done on the EPG.⁵⁷

By the end of 1999, all the projects which BRAC had initiated on Fort Belvoir were completed.

Although the BRAC Commission did not specifically mention them, two organizations moved to Fort Belvoir from Vint Hill Farms Station as a result of the 1993 BRAC round. These were the Operations Security Evaluation Group (OSEG) and the Mission Support Activity (MSA). For the OSEG, the Garrison completed a new facility on South Post, and it renovated several other buildings on South Post to provide administrative space for the MSA. Both these projects were finished in August 1997. Vint Hill Farms Station itself closed on 30 September 1997.⁵⁸

Furthermore, the realignment of the DCMCI into renovated space on Fort Belvoir was completed by the end of 1996, and Defense Commissary Agency (DeCA) finished expanding the commissary warehouse. Finally, the CAA moved to Fort Belvoir by the end of 1999 and occupied a 47,600 square foot building on North Post.⁵⁹

The realignment of the CAA signaled the end of the first four BRAC rounds for Fort Belvoir, whose garrison had managed to implement all the recommendations made by the BRAC Commissions before the set deadlines.

CONCLUSION

The BRAC rounds represented an important turning point in the history of the closure and realignment of U.S. military installations. Before the BRAC laws, to shut a post down was a difficult and time-consuming process. PL 100-526 was the first step to provide a better way of accomplishing this task. In 1990, when Congress enacted PL 101-510, it amended the flaws of the previous round and created a more unbiased and auditable BRAC process.⁶⁰

However, the BRAC Commissions were not always accurate in their evaluation of the savings their recommendations would produce. Hidden obstacles and unforeseen challenges often made the cost of a closure or realignment much higher than originally estimated. Mr. Maury Cralle', Jr. became the Assistant Deputy Commander for Development (ADCD) on Fort Belvoir in 1989 and served in this position throughout the installation's BRAC transition period. He said that the commissioners often "overestimated the savings and underestimated the costs."⁶¹

⁵⁷ Ibid., p. 15.

⁵⁸ COL Thomas Brady, "Belvoir Community Update Construction Progress Review," May 1997, p. 3.

⁵⁹ Ibid., pp. 3 & 6; John Dervan, "Annual History FY98-99," p. 9; Defense Logistics Agency, "Fiscal Year (FY) 2003 Budget Estimate," February 2002.

⁶⁰ BRAC Commission, *1993 Report*, p. 3-1.

⁶¹ Maury Cralle', Jr., interview by author, 2 November 2010, Fort Belvoir.

In spite of this, the BRAC rounds did produce many beneficial effects for the DoD. By closing unnecessary posts and utilizing the others more efficiently, the DoD saved billions of dollars and enabled many of its organizations to operate more effectively.⁶²

Fort Belvoir itself underwent a significant change from 1988-1999. While it had originally been a training post for engineers, the Army had moved most of the Engineer School and Center off of Fort Belvoir in June 1988. As the facilities vacated by the engineers were repurposed to provide managerial space and entirely new buildings were constructed, Fort Belvoir transitioned from a training post to an administrative installation.

Of course, this transition presented both advantages and challenges for Fort Belvoir. It brought, for instance, many new civilian and military personnel onto the post, dramatically increasing the number of people who worked and lived on it. With this increase of personnel, however, came an increase in traffic. Fort Belvoir confronted this problem by constructing the FCP and improving the roads on Fort Belvoir; these are only two examples of how the installation sought to alleviate the transportation issues on- and off-post.

These actions had the further effect of strengthening the relationship between Fort Belvoir and the surrounding community. The local officials and citizens had many concerns regarding the development of the installation and how it would aggravate the traffic problem. The garrison worked hard to keep them updated as the planning and construction process continued. It worked with the community to solve any issues that appeared, and this fact helped to demonstrate Fort Belvoir's determination to be a good neighbor.

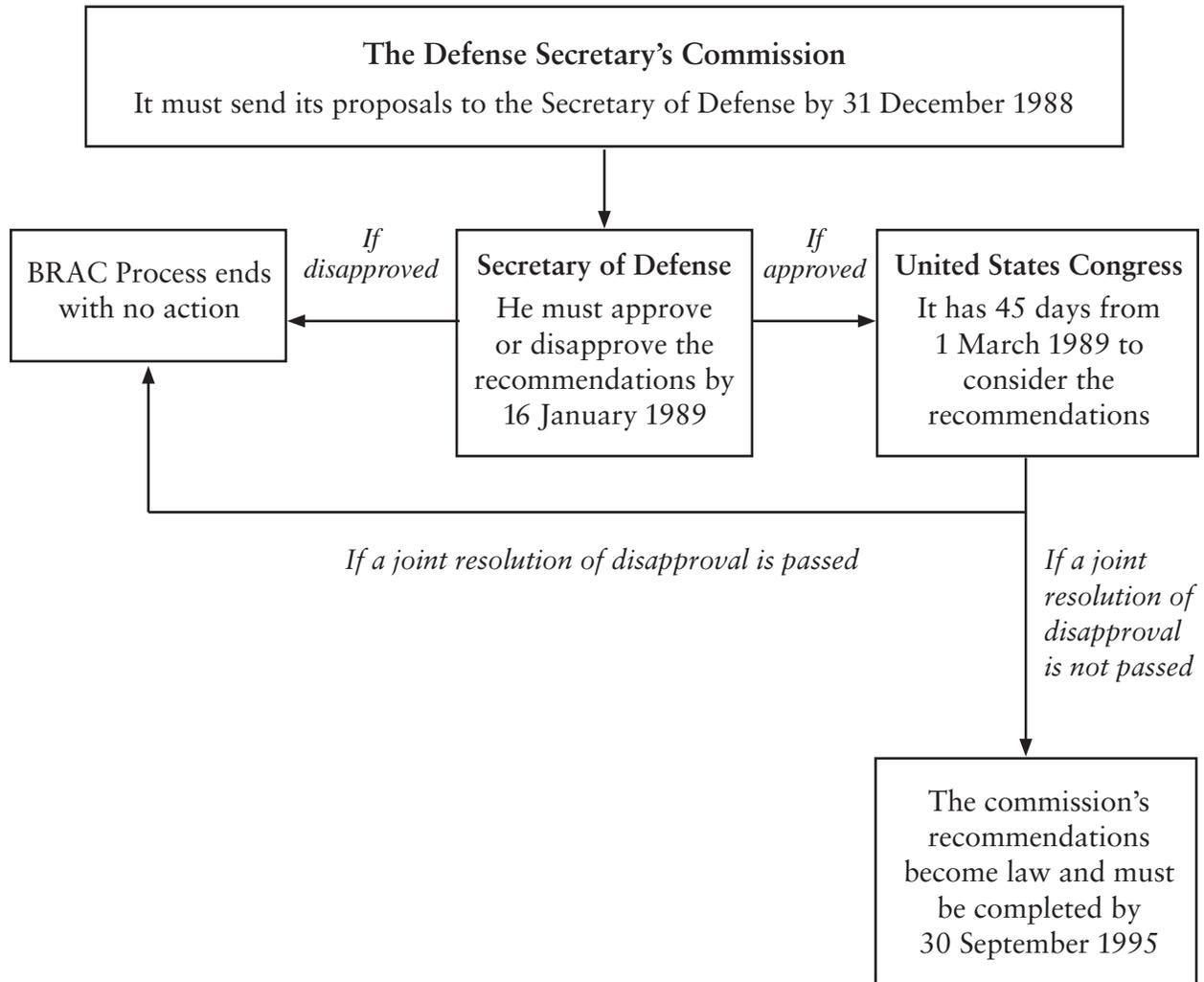
Furthermore, the development on Fort Belvoir represented an improvement for the installation by renovating old buildings and constructing impressive new facilities. In addition, many of the unused wooden buildings which had been constructed during World War II were destroyed in order to provide more space for the BRAC development. Nevertheless, this development also presented a difficult challenge. Mr. Cralle' advised that the most difficult part of BRAC was the fact that the recommendations had the force of law; this put tremendous pressure on the garrison to meet the deadlines on time.⁶³

The four BRAC rounds brought significant changes to Fort Belvoir. The substantial development and the increase of personnel both altered the look and the mission of the installation: whereas it had originally been a training center for the engineers, it now took on the role of providing administrative space and support for the many military and defense organizations stationed there.

⁶² BRAC Commission, *1995 Report*, pp. xii & 4-2 – 4-6.

⁶³ Maury Cralle', Jr., interview by author, 2 November 2010, Fort Belvoir.

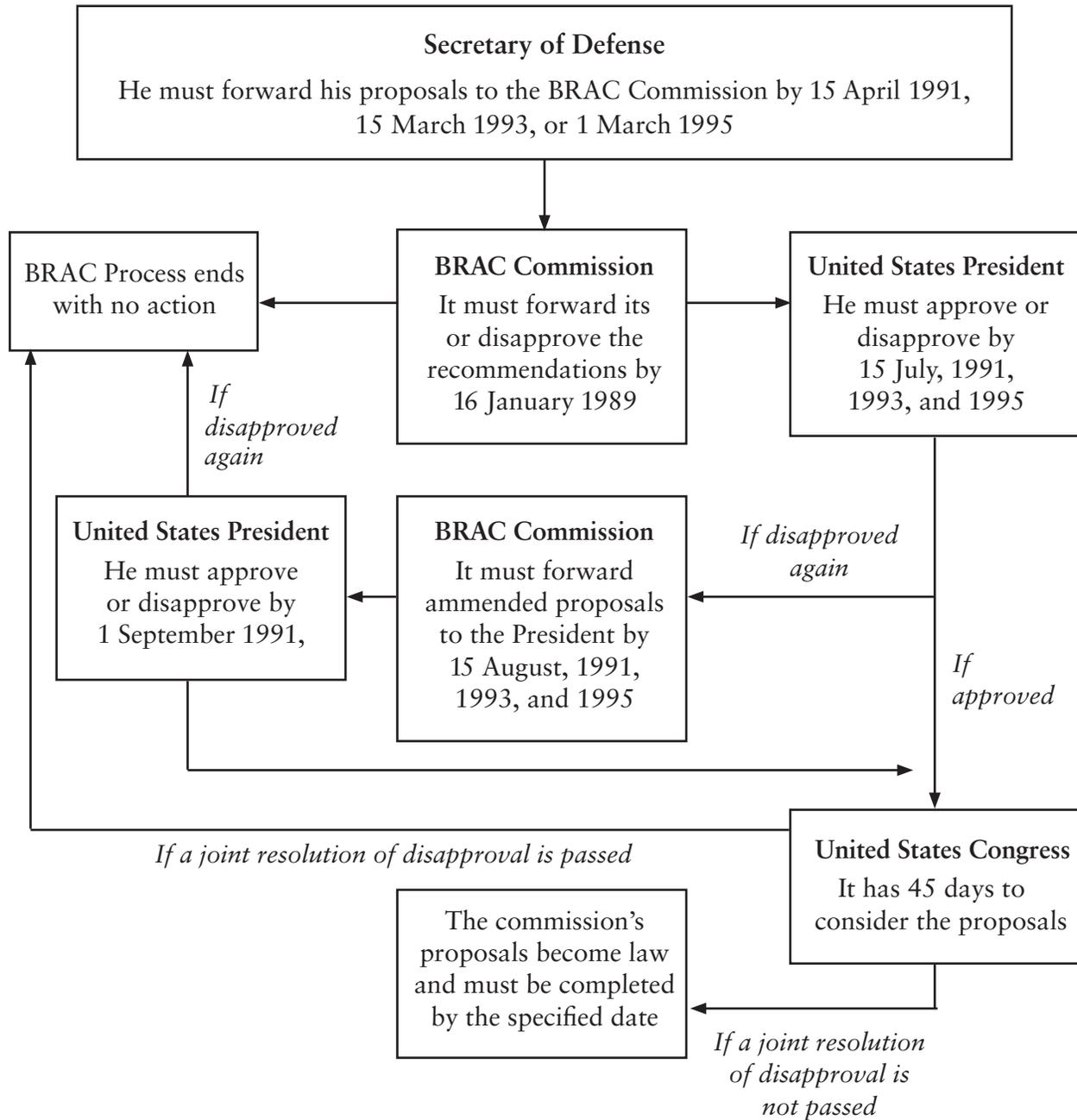
APPENDIX #I:
1988 BRAC PROCESS⁶⁴



⁶⁴ SECDEF, *BRAC Report*, pp. 38-39.

APPENDIX #2:

1991, 1993 & 1995 BRAC PROCESS⁶⁵



⁶⁵ BRAC Commission, *1993 Report*, pp. 3-2 & 3-3, A-4; BRAC Commission, *1995 Report*, p. A-7.

Chapter Two

**FISCAL YEAR 2005
RECOMMENDATIONS &
DELIBERATIONS**

INTRODUCTION

When the BRAC proceedings of the 1990s ended in 1999, there were no further efforts to close or realign installations until 2005. Congress authorized the 2005 BRAC Commission through the Defense Base Realignment and Closure Act of 1990 (PL 101-510), as amended. Congress created the commission to provide an objective, thorough, accurate and non-partisan review and analysis, through a process determined by law, of the list of bases and military installations which the Department of Defense (DoD) recommended to be closed or realigned. The DoD scheduled its formal list of recommendations to be presented to the BRAC Commission on 16 May 2005. President George W. Bush appointed nine commissioners to serve on this board. Mr. Anthony J. Principi chaired the commission. Mr. Principi previously served as a vice president of Pfizer Corporation, and was a decorated Vietnam War veteran. He also served as a secretary of Veterans Affairs.⁶⁶

Previously, BRAC efforts were conducted throughout the DoD in 1988, 1991, 1993 and 1995. According to DoD sources, these efforts resulted in closing and realigning these installations and saved taxpayers around \$18B through 2001, and a further \$7B per year since that time. With the announcements of further BRAC changes in 2005, DoD hoped to save \$48.8B over the next twenty (20) years.⁶⁷

Scope of Previous BRACs⁶⁸

	1988	1991	1993	1995
Closures	86	34	130	Not Available
Realignments	59	48	45	Not Available
Total	145	82	175	132

What follows is a chronological narrative of the BRAC 2005 Commission's activities, and the BRAC effects on the U.S. Army Garrison at Fort Belvoir, Va. in Fiscal Year 2005.

⁶⁶ Assistant Chief of Staff Installation Management (ACSIM), *U.S. Army Base Realignment and Closure 2005, Implementation Plan Guidance*. October 2004 (Updated as of 3 March 2005), 2.

⁶⁷ "BRAC Begins, *Army Magazine*, Vol. 55, No. 7 (July 2005): 22-30.

⁶⁸ Defense Secretary's Commission, *Base Realignments and Closures* (Washington, D.C. Department of Defense, 1988), 6; Defense Base Closure and Realignment Commission, *1991 Report to the President* (Washington, D.C., 1991), vii; *Ibid.*, 1993 & 1995.

In preparation for the BRAC 2005 announcements by DoD, in October 2003, Ms. Patricia Decatur, Director of Plans, Analysis, & Integration Office (PAIO), was appointed as the BRAC Administrator for Fort Belvoir. In November 2003, all Installation Administrators received training on the Data Collection Process and Relational Database Entry Systems. Additionally, tenant Points of Contact (POCs) on the installation received training on the Data Collection Process.

Between January and September 2004, the installation responded to seven data calls which covered: Command & Staff, Health, Logistics, Community Affairs, Technology, Personnel, Operations, Training, Resource Management, Engineering, Production and Acquisition. All Army tenants and a few DoD agencies were required to respond to these calls. Other non-Army tenants reported through their respective service branches.

The U.S. Army Base Realignment and Closure 2005 Implementation Plan Guidance, prepared by the Office of the Assistant Chief of Staff for Installation Management (ACSIM), and originally published in October 2004, received updating as of 3 March 2005. This plan was designed to:

- Communicate the philosophy and expectations of executing the Army's BRAC 2005 round of installation realignments and closure.
- Identify and define the responsibilities of Army components, offices, directorates, etc., integral to the BRAC program.
- Provide a comprehensive set of guidelines for the preparation of BRAC 2005 installation Implementation Plans.

For BRAC 2005, an Overarching Integrated Process Team (OIPT), which consisted of senior Army leadership, developed a Strategic Plan, and defined the roles and responsibilities of the Army for BRAC policy oversight, program development, and execution. The "Strategic Plan for the Army Implementation of BRAC 2005," dated 1 March 2004, established the mission and vision of BRAC 2005; the guiding principles; strategic goals and objectives; and approaches for accomplishment.

On 16 March 2004, the Commanding General of the Military District of Washington (CG MDW), MG Galen Jackman, and the Garrison Commander (GC) of Fort Belvoir, COL Thomas W. Williams, conducted a comprehensive briefing on Fort Belvoir to the Army Basing Study Group. The script for this briefing remained available for viewing at <http://www.belvoir.army.mil/TABSCRIPT.doc> until well into FY 06. The commanders anticipated that the information briefed would be instrumental in DoD's BRAC recommendations.

Between October 2004 and March 2005, the installation continued to respond to questions from the Joint Cross Service Groups.

On 21 April 2005, the Command Group formed the Fort Belvoir BRAC Implementation Team (BIT). COL Williams appointed Mr. Maury Cralle' as the BRAC Implementation Team Leader

(BITL). Each installation directorate/activity named a Point of Contact (POC) to participate in this team.

MAY 2005

The month of May proved to be crucial in the release of the DOD BRAC recommendations, and the garrison's efforts to educate and enlighten the residential and working population of the BRAC implications for the installation.

In the first week, Headquarters, Department of the Army (HQ DA) submitted its own Analysis and Recommendations to the BRAC Commission. This document numbered 507 pages. The nine-member commission would use it in its own deliberations.

On 5 May 2005, Mr. Cralle' published the installation's Implementation Milestones. These milestones governed the installation's planning process for the future.

Between 9-11 May, COL Williams attended the Garrison Commanders' Conference at Fort Bliss, Texas. BRAC easily became a major item of discussion, and the garrison commanders received an update briefing on Army BRAC implementation. On 10 May, the Northeast Regional Office (NERO) of the Army Installation Management Agency (IMA) released its own goals which mandated: achieving a 20% timeliness improvement over previous BRAC rounds; close or realign 60% of BRAC installations within three (3) years; and finally, achieve disposition of 60% of BRAC excess property within six (6) years.

On 11 May 2005, Mr. Cralle' sent an email to all BITPOCs requesting their comments on a listing which laid out all the information that a departing activity would be required to provide to Fort Belvoir for inclusion in the future Fort Belvoir Implementation Plan.

In the run-up to the release of the DoD BRAC recommendations on Friday, 13 May, the Secretary of Defense (SECDEF), Mr. Donald Rumsfeld, conducted a press briefing at the Pentagon on BRAC at 1400 hrs. on 12 May. Fifteen minutes later, COL Williams and Mr. Cralle' briefed the BITPOCs in the Command Conference Room at post headquarters (Bldg 269). In brief, the DoD recommendations included closing 15 active Army installations, 176 Army Reserve installations and 211 Army National Guard facilities; and creating seven training centers, seven joint technical and research facilities and four joint materiel and logistical facilities.

At 0700 hrs. on the following morning, the SECDEF conducted a teleconference with 4-star Unified Commanders on BRAC. This was followed at 0800 hrs by a teleconference with the various garrison commanders. Within the hour, an advance copy of the BRAC recommendations was released electronically. The SECDEF formally released the BRAC recommendations to the public at a press briefing at 1030 hrs. Later that afternoon, COL Williams conducted a video briefing for the Garrison and tenants. Concurrently, the Fort Belvoir website began to carry BRAC information, including news articles, commander's guidance, and DOD information.

In brief, the BRAC 2005 effects on Fort Belvoir recommended:

Gains:

- Primary and Secondary Medical care functions from Walter Reed Army Medical Center to a new expanded DeWitt Hospital.
- Army and DOD organizations from National Capital Region (NCR) leased space.
- National Geospatial-Intelligence Agency (NGA) units from various NCR leased locations, and Bethesda, Md.
- Logistics functions of the Defense Logistics Agency (DLA) from the Naval Support Activity, Mechanicsburg and Wright-Patterson Air Force Base (AFB), and relocation of various procurement management functions for Depot Level repairables to the DLA.
- Program Manager – Acquisition Logistics and Technology Enterprise Systems and Services (PM-ALTESS) from NCR leased space and elements of the PEO Enterprise Information Systems from Fort Monmouth, N.J.
- Selected Defense Intelligence Agency (DIA) activities from various leased locations to Rivanna Station, Charlottesville, Va.

Losses:

- Army Materiel Command (AMC) Headquarters and US Army Security Assistance Command (USASAC) to Redstone Arsenal, Ala.
- Prime Power School to Fort Leonard Wood, Mo.
- U.S. Army Criminal Investigation Division Headquarters (CID) to Quantico Marine Corps Base.
- Soldiers Magazine to Fort Meade, Md.
- Biomedical Science & Technology programs from the Defense Threat Reduction Agency (DTRA) to Fort Detrick, Md.
- Conventional armaments research functions of DTRA to Eglin AFB, Fla.
- Army Research Office and the DTRA extramural research program management functions to Bethesda, Md.
- Information Systems (except PEO Enterprise Information Systems), Sensors, Electronic Warfare & Electronics research (Night Vision Labs), development and acquisition to Aberdeen Proving Ground, Md.

Observers quickly recognized that Fort Belvoir would undergo the most extensive changes of any installation in the Department of Defense. The preliminary net gains in personnel included: 3,667 military and 14,753 civilians. The installation would also lose 61 students. Military construction costs were estimated at \$1.4B.

COL Williams made the following statement upon being notified of the DoD recommendations:

“Today’s Base Realignment and Closure recommendations make it clear that the Department of Defense considers Fort Belvoir as a vital piece of the national defense strategy. We’ve been

given a task by DoD and the Army, and we have a process in place to execute that task. We are fully committed to keeping the local community and our own internal workforce informed as we work our way through this process.”

On Monday, 16 May 2005, COL Williams announced a change of the BRAC Implementation Team Leader. Because of the expected retirement of Mr. Cralle’, he was replaced as BITL by Mr. Leon Marshall, currently employed as the BASOPS Manager. Mr. Cralle’ would continue to function as Deputy Director of Public Works for BRAC.

On the following day, COL Williams briefed community and civic leaders on BRAC matters at a breakfast meeting at the Officers’ Club. MG Jackman attended this community meeting. Note the garrison’s rapid move to brief the community on BRAC and its likely effects on the area. During the period 17-20 May, the Garrison Public Affairs Office broadcast the Commander’s Workforce BRAC Message seven times per day on Channel 3, the garrison’s cable channel.

COL Williams continued to keep the military community informed of BRAC effects on Fort Belvoir. On 23 May, he hosted a quarterly General Officer/Senior Executive Service/Command Sergeant Major Conference at 1300 hrs. BRAC was the major topic of discussion. On the following day, he hosted a televised town hall meeting, “Town Talk Live,” which was broadcast on Belvoir’s Cable Channel 3. Viewers could access the broadcast by video-streaming on-line at http://150.177.31/NCR-DOIM_Video-Streaming. Topics included BRAC, grand opening of the new Herryford Village, resident relocation plans for George Washington Village, progress at the new Vernondale and Cedar Grove Villages, 90/90 installation funding and its impact, Pence Gate renovations, and the upcoming garrison change-of-command. Representatives of the various directorates also took telephone calls, and answered emails and faxes. Town Talk was re-broadcast on Channel 3 during the following weeks. The *Belvoir Eagle* newspaper continued to print questions and answers in succeeding weeks. The garrison distributed a DVD entitled, “Message to the Workforce, Base Realignment and Closure, 2005.” COL Williams appeared with Mr. Marshall and CSM André Douglas to explain the garrison’s response to the DOD recommendations, and to reassure the workforce that the command group and directorates would work “smart” to manage the many changes that were expected.

PRELIMINARY PLANNING BEGINS

On 24 May, the BITL began requesting demographic information from prospective new additions to Belvoir.

Beginning on 7 June, directorate representatives engaged in operations, manpower and financial management, and attended meetings to address informational gathering. The garrison would be required to compile a BRAC Implementation Plan consisting of sixteen (16) Action Plans. Ms. Decatur established a suspense date of 28 June. The command group later found it necessary to extend this date to 9 August. However, it was announced that garrison directorates were not permitted to contact prospective new arrivals on post to gather information. Directors had been told to work on a net gain of 18,000 new arrivals.

Action Plans:

- | | |
|---------------------------------|----------------------------------|
| 1. Operations | 9. MWR |
| 2. Manpower and Personnel | 10. AAFES |
| 3. Financial Management | 11. Military Historical Property |
| 4. NEPA | 12. Medical Services |
| 5. Facilities | 13. Religious Support |
| 6. Information Technology | 14. Army Reserve & Army Guard |
| 7. Logistics/Personnel Property | 15. Environmental |
| 8. Discretionary Moves | 16. Real Property |

On 8 June, Mr. Marshall presented an Implementation Briefing to the Fairfax County/Fort Belvoir Economic Advisory Commission.

At 1300 hrs. on 15 June, Ms. Diane Devens, NERO Director, came to Fort Belvoir to conduct a BRAC Assistance Visit. She conducted this briefing in the Command Conference Room at post headquarters. Ms. Devens made the following comments concerning BRAC: 1. Keep the BRAC “Golden Objectives” in constant view. 2. Embrace/Enable new arrivals on post as a result of BRAC. 3. Think Big! Mr. Marshall briefed on the status of the Action Plans, development of Forms 1391, FY 05 funding needs, support previously requested, and pending issues. Mr. Marshall also recommended a Project Management Software to standardize one single program use across the entire Army to manage all interrelated BRAC activities.

Two days later, Ms. Decatur began posting Cost of Base Realignment Actions (COBRA) data on the BRAC website and email for BITPOCs for planning purposes. In fact, this two-year old data had been used by DOD for BRAC recommendations. COBRA was a series of modeling techniques, which estimated costs per year, timelines and adjustments. Installations, however, had already been told not to be constrained by COBRA data. These consisted merely of broad concepts for planning purposes. Initially, DA and DoD did not post all available COBRA data.

Community response to the BRAC recommendations was not long in coming. On 20 June, REP James Moran (D-8th VA) convened a local town-hall meeting at George Mason Law School Atrium in Arlington to address the concerns of thousands of contractor/governmental employees whose jobs were scheduled to be moved to military installations as a result of BRAC. Also attending were REP Thomas Davis (R-11th VA), and SEN John Warner (R-VA). About 250 people attended this meeting.

During June and July, various members of the nine-member BRAC Commission began making visits to DOD installations around the country. On 7 July, one commissioner made a BRAC visit to the Night Vision Lab on Fort Belvoir which had been scheduled to be moved to the Aberdeen Proving Ground.

On 6 July, COL Williams and Mr. William Sanders, Director of DPW, briefed Mr. Bob Bonner, HAC-M/VA subcommittee member, on BRAC actions, focusing on military construction and impacts to the surrounding community. Following the briefing, Mr. Bonner received a “wind-shield tour” of the post.

On 7-8 July, the commission scheduled BRAC Public Hearings for the District of Columbia, Maryland, Pennsylvania and Virginia. The Virginia hearing was held on 7 July in the Sheraton National Hotel in Arlington. Commissioners Principi, Lloyd Newton, James Bilbray and Sue Ellen Turner represented the commission. The specific subjects for discussion involved Virginia military bases (specifically Forts Monroe and Eustis), leased space in Northern Virginia and the “brain drain.” Virtually nothing was said about Fort Belvoir, other than a presentation by Dr. Sheehan, a former director at the Night Vision Lab, who gave a presentation on maintaining the NVL at Belvoir. GEN Paul Kern, retired commanding general of the AMC, addressed the issue of keeping DoD’s science and technology positions in the NCR. SEN Warner advised that the 2005 DoD recommendations “deviated substantially from the original law.” He stressed that he had served on all the committees which had drafted all the previous legislation for BRAC, and therefore spoke with some authority. There was a great deal of media presence in attendance. Follow-on press briefings for media-only were held in an adjoining room. Heavy media coverage of the event appeared in major venues in the succeeding days. The BRAC Public Hearing for Maryland was held in Towson on 8 July. Governor Robert Ehrlich (R) and the Maryland congressional delegation attended this event. Gov. Ehrlich exclaimed that, “Maryland is ready and willing to handle the 6,600 jobs that would come to the State if the Pentagon’s plans were adopted.”

CHANGE-OF-COMMAND

On the morning of 11 July, COL Williams was replaced in a formal change-of-command ceremony by COL Brian W. Lauritzen in front of post headquarters.

Two days later, Messieurs Marshall and Donald Carr, Director of Public Affairs, conducted a BRAC briefing for the Mount Vernon-Lee Chamber of Commerce. The briefing was identical to that provided by the Garrison Commander to the Fairfax and Prince William County supervisors following the BRAC announcement.

On 14 July at 1300 hrs., Mess. Marshall and Carr briefed COL Lauritzen on BRAC. Included were personnel changes from the COBRA reports, the BRAC timeline from COBRA reports, and development of the DD Forms 1391. COL Lauritzen’s assessment stressed commitment to partnering with the local communities to reduce BRAC impacts. Mr. Carr noted that sometimes the community does not know who to deal with. This caused breakdowns in communication. It was also noted that the garrison had received approval to contact incoming tenants; and an Army-wide standardization of a Project Management software package had still not been resolved.⁶⁹

On 18 July, COL Lauritzen attended a meeting at HQDA with Mr. Geoffrey Prosch, Acting Assistant Secretary of the Army for Installations and Environment; MG Ronald L. Johnson, Director, IMA; MG Galen Jackman and MG Guy S. Swan, incoming CG, MDW. DA afforded Fort Belvoir approval to include the Engineer Proving Ground (EPG) in its BRAC Master Planning. This was a major benefit in the garrison’s efforts to absorb the substantial personnel and space requirement additions to the installation. During this week the local media devoted

⁶⁹ “Information Briefing for Garrison Commander,” Slides, 14 July 2005, 35.

considerable coverage to a news story that Universal Studios had offered to contribute \$350M towards the construction of the National Museum of the U.S. Army (NMUSA) at the EPG, to be constructed alongside an arcade and amusement park.⁷⁰

On the morning of the following day, REPs Moran and Davis conducted a public Town Hall meeting at George Mason University Law School in Arlington, primarily for businessmen, on the effects of BRAC on Northern Virginia businesses.

On 27 July, COL Lauritzen, Mr. Marshall and LTC Jeffrey Peters, DeWitt Hospital BRAC Team Leader, presented an in-depth briefing to Mr. Timothy Abrell, senior analyst for the BRAC Commission. After opening remarks by COL Lauritzen, LTC Peters briefed on the options available for construction of a new hospital at Belvoir which would combine the services offered by DeWitt, and the primary and secondary medical care functions from Walter Reed Army Medical Center (WRAMC). Mr. Abrell posed questions about the EPG Master Plan, and air quality impacts. Mr. Marshall and Mr. Lawrence Lisle, Fort Belvoir Master Planner, explained that using EPG for some or all future construction would allow the garrison to obtain a separate air quality permit from the Main Post.

On this day, the BRAC Commission voted to include a number of other closures/realignments not previously included in the DOD recommendations.

On the afternoon of 2 August, Ms. Decatur conducted a briefing for departing activities, held in the Command Conference Room at post headquarters. She required input by 15 August to be included in the Garrison's Implementation Plan. Information required included manpower, financial management, facilities (buildings, by dimensions, etc.), information technology, logistics, historical properties, and especially environmental considerations since clean-up would be required before or upon departure of the activity.

At mid-day on 2 August, COL Lauritzen and Mr. Marshall attended the Mount Vernon-Lee Chamber of Commerce luncheon. The Northern Virginia congressional delegation also attended this meeting. BRAC was a major topic of discussion, and the theme was: "Localities Must Meet BRAC Challenges." COL Lauritzen pledged to build on strong community relations initiated by COL Williams.⁷¹

On 9 August, all activity draft Action Plans were due to Ms. Decatur to be included in the Garrison Implementation Plan.

On the following day, the Northern Virginia congressional delegation appeared before the BRAC Commission to argue about the "Brain Drain" and the loss of leased space in the area.

On 11 August, the Belvoir BRAC Team hosted a meeting to review, discuss and analyze the various options for siting BRAC required facilities on the installation. Meeting attendees included the chiefs of planning from both Fairfax and Prince William Counties, and representatives from

⁷⁰ Steve Hunt, "Universal Studios Set Sights on EPG," *Mount Vernon Voice*, 30 June 2005.

⁷¹ Steve Hunt, "Localities Must Meet BRAC Challenge," *Mount Vernon Voice*, 4 August 2005.

NGA, Washington Headquarters Services, MEDCOM, Baltimore District USACE, PBS&J (Belvoir Master Plan contractor), and the garrison staff. Results of the meeting would be presented to the Garrison Commander for consideration in the decision process for site development options.

On 15 August, the Implementation Plan, which included all the Action Plans, was due for review by the Garrison Commander.

BRAC COMMISSION DELIBERATIONS

During the week of 23-27 August, the BRAC commission scheduled final deliberations. The vote of at least seven (7) of nine (9) commissioners would be required to effect any changes in the DoD recommendations. During that week, the commission provided its final series of briefings, televised on C-SPAN, to announce their recommendations before submission to the president of the United States. The BRAC commission began voting on specific BRAC closures and realignments. Intense public interest in the BRAC process was exemplified by:

- 500 telephone calls per week.
- 80,000 emails.
- More than 500,000 pieces of mail since May 05.
- Commissioners had made 182 visits to 173 installations.⁷²

On 23 August, SEN John Warner (R-VA) charged that the DoD BRAC recommendations were “rigged,” and did not fully investigate all available options. He charged that the SECDEF, and a senior aide, improperly manipulated the BRAC plan to move more than 20,000 defense jobs away from the NCR. Their plan was to achieve unrelated real-estate management goals rather than military “efficiency.”⁷³

On this date, COL Lauritzen hosted a briefing breakfast at the Officers’ Club for officials of Fairfax and Prince William Counties. Key issues addressed were BRAC and transportation.

On 24 August, at the BRAC Commission meeting in Crystal City, Va., the commissioners voted to exclude the NVL (Sensors, Electronics and Electronic Warfare RDAT & E), and Information Systems RDAT & E (Software Development Center – Fort Belvoir) from the DoD recommendations to the president. The commission also approved the following:

- PEO EIS elements to consolidate at Fort Belvoir.
- PM ALTESS to move to Fort Belvoir from leased space.
- Prime Power School to move to Fort Leonard Wood, Mo.
- AMC and USASAC to move to Redstone Arsenal, Ala.
- NGA to move to Fort Belvoir.
- DIA to move to NGIC, Charlottesville, Va.
- Soldiers Magazine to move to Fort Meade, Md.⁷⁴

⁷² Bradley Graham, “Pentagon Defends Consolidation of Bases,” *The Washington Post*, 21 August 2005.

⁷³ Spenser Hsu, “Warner: Defense Closures ‘Rigged,’” *The Washington Post*, 24 August 2005.

⁷⁴ Leon Marshall, email to Garrison, 24 August 2005.

On the following day, the BRAC Commission voted as follows:

- Walter Reed Army Medical Center to move to Bethesda, Md., with a new community hospital to be built at Belvoir.
- The Criminal Investigation Division Center (CIDC) to move to Quantico Marine Corps Base.
- DoD organizations in leased space in Northern Virginia to move to Belvoir. Approximately 23,000 employees could re-locate to Belvoir.
- HQ Command Center, Missile & Space Defense Agency, to move to Belvoir.
- DLA Commodity Managers and DTRA elements to move to Belvoir.

Additional to close:

- Almost 400 USAR and ARNG Centers.
- Five (5) Naval and Naval Air Stations (New Brunswick Naval Air Station, N.J.; Naval Station, Pascagoula, Miss.; Naval Air Station, Atlanta, Ga.; Naval Station, Ingleside, Texas; Naval Air Station, Corpus Christi, Texas).
- Fort Monmouth, N.J.
- Fort Gillem, Ga.
- Fort Monmouth, N.J.
- Fort McPherson, Ga.
- U. S. Army Garrison, Selfridge, Mich.
- 4 Ammunition Plants
- 3 Chemical Depots

Additional facilities to be saved:

- Portsmouth Naval Shipyard, Kittery, Maine
- Groton Submarine Base, New London, Conn.
- Hawthorne Army Depot, Nev.
- Red River Army Depot, Texas
- Eilson Air Force Base, Ala.
- Ellsworth, Air Force Base, S.D.
- Cannon Air Force Base, Clovis N.M.

Realignments:

- Rock Island Arsenal, Ill.
- Army Reserve Center, Mo.
- Fort Eustis, Va.

Officials estimated that the BRAC Commission changes would reduce the proposed DoD savings by \$3B from the original \$48.8B.⁷⁵

Steve Hunt, a reporter for the *Mount Vernon Voice*, interviewed Leon Marshall (BITL) on what the proposed decisions would mean for Fort Belvoir, and the surrounding community. Mr. Marshall had accumulated more than 30 years' service at the installation. He stressed that the installation would continue to maintain a strong relationship with the surrounding community. He noted that the Garrison Commander had already conducted a number of planning sessions with supervisors from Fairfax and Prince William Counties. Transportation was the "Number 1" issue for the installation and the surrounding communities. Once the BRAC Commission's recommendations were approved, he predicted an immediate Army construction boom. First priorities for the Army would include installations accommodating returning troops from overseas (Germany and Korea) and major military schools. Most construction at Fort Belvoir would probably be closer to the end of the six-year BRAC cycle. The theme of his interview was, "We can do this, and we can do it together."⁷⁶

COL Lauritzen hosted an office call on 30 August with Fairfax County Supervisor Dana Kaufman to introduce himself, and to discuss BRAC and other issues.

On 31 August, COL Lauritzen hosted an office call with Fairfax County Supervisor Elaine McConnell to introduce himself, and to discuss important issues such as BRAC and transportation.

On 1 September, an interview with Mr. Marshall was published in the *Belvoir Eagle*. He indicated that the NVL employees would be remaining on post. Previous plans to use their facilities for other arriving facilities would have to change. DeWitt Army Community Hospital would see an increase in patient volume since Walter Reed would eventually close. NGA would add approximately 7,700 employees to Belvoir's workforce. He noted that the BRAC Commission's deliberations had already been somewhat unpredictable.⁷⁷

In an article in *Army Times* which appeared on 5 September, the reporter noted that the BRAC Commission had found the arguments of local communities more compelling than the weighty results of more than two years of military analysis. Trying to close some facilities would be a "reckless step in war-time." The nine-member panel of retired officers and politicians had showed no hesitation in substituting its own military judgment for that of the Pentagon. The panel "understood constituencies and empathized with people." Local communities had also become more sophisticated in their protests. Finally, "the panel relied less on emotion and fears of job loss, and more on attacking mistakes and inconsistencies in the military's rationale."⁷⁸

⁷⁵ Leon Marshall, Email to Garrison, 25 August 2005; William Matthews, "BRAC Ax Falls, Spares Several U.S. Bases," *Defense News*, 29 August 2005; Gordon Trowbridge, "Swing of the Ax," *Army Times*, 5 September 2005.

⁷⁶ Steve Hunt, "BRAC Leaders to Neighbors: 'We Can Do It Together,'" *Mount Vernon Voice*, 25 August 2005.

⁷⁷ Kafia Hosh, "Fort Belvoir Assesses BRAC Recommendations," *Belvoir Eagle*, 1 September 2005.

⁷⁸ Gordon Trowbridge, "Swing of the Ax," 5 September 2005.

On 6 September at 1030 hrs., a scheduled update briefing was conducted for the garrison Commander at post headquarters. Mr. Marshall advised that the Implementation Plan was a “living document” that would constantly be updated and revised. As of 6 September, all 16 Action Plans were completed. Three days later they were expected to be uploaded for transmittal to NERO; however, the garrison expected to request an extension until 16 September to refine its plans. By current COBRA data, the garrison workforce expected to increase its strength by 230 employees. Since Belvoir was not responsible for external transportation infrastructure, the Directorate of Public Works (DPW) would become the “mitigator” to coordinate external plans. Mr. William Sanders, Director, DPW, expressed concern that the Garrison would not be able to recover if certain things were missing in future planning.

Mr. Marshall noted that the garrison required at least \$900,000 for Master Planning. The last Master Planning sequence had been completed in 1993. Contemporary Master Planning had been placed on hold by the latest BRAC recommendations. He predicted that future Master Planning would be performed by a hired contractor firm, once BRAC 2005 recommendations became law.

He also predicted that the National Geospatial-Intelligence Agency (NGA) would have to go to EPG because of space requirements, which would include a 20-megawatt power plant.

Siting Options:

Options	A	B	C	D	E	F	G	H	I	J
NGA	SWA	SWA	SWA	EPG	EPG	EPG	SWA	SWA	EPG	EPG
Hosp.	SWA	SP	SP	SP	SP	EPG	NP	NP	NP	NP
New Admin.	SWA	SWA	NP	NP	EPG	EPG	SWA	SP	SP	EPG
BASOPS	SWA	SWA	NP/SP	NP/SP	EPG/SP	EPG	SWA	NP/SP	NP/SP	EPG/SP

SWA: Southwest Area of Belvoir Main Post – 241 acres.

NP: North Post area of Belvoir Main Post (southernmost 18-hole golf course) – 127 acres.

EPG: Engineer Proving Ground – 455 acres.

SP: South Post area of Belvoir Main Post (9-hole golf course) – 71 acres.

The above schematic illustrates representative preliminary planning options for the siting of major BRAC arrivals on-post.

On 8 September, the BRAC Commission submitted its final recommendations to President George W. Bush for his review. By statute, the president had until 23 September to approve/disapprove the recommendations. If approved, the recommendations would be sent directly to the Congress. Once submitted, the recommendations would become law within 45 legislative days, unless the Congress passed a joint resolution to block the entire package. If disapproved by the president, the recommendations would be returned to the commission for further action, with a suspense date of 20 October. The president would then have until 7 November to approve or disapprove the re-submitted list.

On the following day, the garrison dispatched the Implementation Plan and annexes to NERO.

On 15 September, President Bush approved the recommendations of the BRAC commission. The original suspense date had been 23 September. The president then dispatched the recommendations to the Congress.

On this date, COL Lauritzen attended a meeting at HQDA with officials of the Office of the Assistant Chief of Staff for Installation Management (OACSIM). He learned that HQDA believed that a Master Planner concept to deal with BRAC actions was appropriate. OACSIM intended to allocate \$900,000 to hire a master planner firm to plan BRAC for Fort Belvoir.

COL Lauritzen, along with Messieurs Marshall and Carr, attended a meeting on 17 September at 1930 hrs., hosted by DEL Mark D. Sickles, (D-43rd District) of the Virginia House of Delegates in the General Assembly. Mr. Sickles' Town Hall meeting was also attended by REP Tom Davis (R-VA), and Fairfax County district supervisors Gerry Hyland and Dana Kauffman. The Garrison Commander provided remarks citing continued great cooperation and information sharing between state, county and Fort Belvoir officials. He also emphasized the criticality of early transportation planning and resolution. Mr. Marshall provided an overview of the relocating activities, construction magnitude, and population changes. Key questions and concerns focused on traffic/transportation planning, road projects and environment. Delegate Sickles, Supervisor Kauffman and the participants thanked the Belvoir staff for their openness, and continued outreach to the communities involved in BRAC.

On 20 September at 1430 hrs., at the Officers' Club, COL Lauritzen hosted his first quarterly General Officer/Senior Executive Service/Command Sergeant Major (GO/SES/CSM) meeting as Garrison Commander. BRAC was a major topic of discussion, which was briefed by Mr. Marshall. Planning for new construction became a major aspect of this discussion.

Also on that day, Mr. Marshall and Mr. Carr attended the Mason Neck Citizen's Association Town Hall Meeting. Approximately 150 people attended. Also in attendance were Bill Womack, legislative director for REP Tom Davis; Gerry Hyland, Fairfax County Mount Vernon supervisor; Virginia DEL David Albo and his political opponent Greg Herkheiser. Key questions and concerns focused on BRAC traffic/transportation planning, and community impacts on roads and schools. Mr. Carr reiterated the Garrison Commander's intent of full and open communications

with the community and its leaders on all aspects of BRAC planning, and to focus on resolving the transportation issues first before the people relocations. He solicited the community's input and questions via the Belvoir BRAC website. Mr. Carr and Mr. Marshall also clarified a number of misconceptions on the BRAC process, moves and the new hospital.

Two days later, the Garrison Command Group met with representatives of the Booz-Allen Hamilton firm at the Presidential Towers Building in Crystal City, Arlington, to explore choosing and funding a contractor Master Planning group in light of the BRAC requirements.

On 29 September, the final/revised suspense date for submission of the Garrison Implementation Plan to NERO was met. Mr. William Holz was the designated NERO staff member with responsibility for Fort Belvoir oversight.

On 4 October, the Office of Economic Adjustments meeting was conducted. This was a BRAC assistance orientation briefing.

OACSIM required the Garrison Implementation Plan on 7 October. On that day the garrison entered Phase 2 (Preparation) of the Implementation Sequence.

As the new fiscal year began, 19 October proved to be a major milestone in the garrison's relationship with the community. At 0730 hrs. COL Lauritzen hosted the annual Community Update Breakfast at the Officers' Club. The official motto for the briefing was: "No Daylight between Us." The Garrison staff remained optimistic and positive in disseminating the Garrison mission message. There was no attempt to evade responsibility or challenges in addressing the BRAC requirements. Questions about the exact numbers of new accessions, area retiree use of the new proposed hospital, and area transportation challenges highlighted the briefing. Civic leaders recommended more frequent meetings for updates. COL Lauritzen advised that a Board of Advisors (BOA) would be formed in the near future to implement the strategic plan (land use/activities/RCI, etc.). He also highlighted the Executive Oversight Team (HQDA/MDW/NERO/GC) responsibilities.

Community leaders registered considerable surprise over a number of "new" issues that had been "raised for the first time." These included the exact number of new employees on-post as a result of the BRAC additions. Supervisors Hyland and Kauffman claimed doubts over these numbers, and especially about the number of retirees to be serviced at the new community hospital. Mr. Hyland asked about the transportation survey which had previously been promised at Belvoir. He noted that adding over 21,000 new people at Belvoir would be like "dropping a new city on the installation." Mr. Marshall noted that a web-based transportation survey had been sent out the previous week to document commuter patterns. He also noted that approximately 6,600 current residents had previously been "double-counted" – once for living on-post, and again for working there. This had caused some confusion among community leaders. He stressed that the estimates of Belvoir's post-BRAC total working population of

approximately 46,000 had not varied greatly since the release of DoD's recommendations in May.⁷⁹

On this day, Ms. Decatur posted the Garrison Implementation Plan on the Internet.

After taking no action by the Congress, the BRAC Commission's recommendations became law at 1201 hrs. 9 November. By statute, the DoD now had until 15 September 2007 – two years from the date President Bush sent Congress the BRAC Commission's final report – to begin closing and realigning the installations as called for in the report. The entire process, by law, had to be completed by 15 September 2011.

Detailed business plans were required to be developed for each BRAC recommendation, laying out what actions were required to implement them, and what resources were needed to put them into effect. Affected services and agencies had to submit their plans by 15 November to the DoD Installation Capabilities Council, which would review them and forward them to the Infrastructure Steering Group.

Since 1989, DoD had reduced its civilian work force by 428,400 people, with less than 10% of those reductions through involuntary separations. DoD's Priority Placement Program gave defense employees placement priority at other DoD facilities.

DoD's Office of Economic Adjustment was directed to take the lead for the Federal government in helping communities affected by BRAC actions, and would work with the President's Economic Adjustment Committee.⁸⁰

CONCLUSION

The BRAC Commission approved 86% of DoD's original recommendation – 119 with no change, and 45 others with amendments. However, the panel rejected 13 recommendations, significantly modified another 13, and made 5 additional closure or realignment recommendations on its own initiative. Of DoD's 33 major closure recommendations, the panel approved 21, recommended 7 bases be realigned rather than closed, and rejected 5 recommendations outright. In addition, the commission recommended closing rather than realigning another installation.⁸¹

In a roughly one year-long sequence, Fort Belvoir prepared for, and then began to seriously plan to implement the BRAC recommendations. With the adoption of the recommendations as law on 9 November 2005, the installation entered a new phase in its approach to BRAC. Concrete implementation, construction, absorption and adaptation could now begin.

⁷⁹ Steve Hunt, "New Numbers at Fort Belvoir, Employees Will Total 50,000 After BRAC," *Mount Vernon Voice*, 20 October 2005; Charles Hagee, "Breakfast Surprise," *Mount Vernon Gazette*, 20 October 2005; Julia Ledoux, "Belvoir Updates Population Numbers," *Belvoir Eagle*, 27 October 2005.

⁸⁰ Donna Miles, "BRAC Deadline Expires; DOD to Begin Closures, Realignments," *American Forces Press Service*, 9 November 2005.

⁸¹ "House OKs Base Closures, Realignment Plan," *AUSA News*, Vol. 29, No. 2 (December 2005).

Chapter Three

FISCAL YEAR 2006 ADVISEMENT

INTRODUCTION

In the October 2006 edition of the Association of the U.S. Army (AUSA) *Army Greenbook 2006-07*, Mr. Keith E. Eastin, Assistant Secretary of the Army (Installations and Environment), explained the major Army effort identified as “Stationing.” He defined Army Stationing as an integrated plan driven by the convergence of three distinct initiatives: Base Realignment and Closure (BRAC), Global Defense Posture Realignment (GDPR) and the Army Modular Force (AMF). Stationing allowed the Army to focus its resources on installations that provide the best military value and best posture units for responsiveness and readiness. Ninety-five of the Army’s BRAC recommendations became law on 9 November 2005. Under BRAC, the Army scheduled closure of 13 active installations, and would create 53 realignments while establishing training centers of excellence and joint technical and research facilities, and increasing productivity of armaments and equipment. Additionally, the Army’s 2005 recommendations maintained sufficient surge capabilities to expand to 42 maneuver brigades. In total, more than 150,000 Soldiers and civilian employees would relocate as a result of BRAC over the next five years. Under the new law, all BRAC realignments and closures would be required to be completed by 15 September 2011. The actions affecting Army installations were far more extensive than the recommendations affecting Army installations in all four previous BRAC rounds combined, and were expected to create recurring annual savings of \$1.5B. BRAC 2005 would enable the Army to become a more relevant and ready expeditionary force as a member of a joint team while enhancing the well-being of Soldiers, civilians and family members living, working and training on Army installations.⁸²

The four previous BRAC rounds – 1988, 1991, 1993 and 1995 – brought about 97 major closures, 55 major realignments, and 235 minor actions. Overall, the Department of Defense (DOD) claimed the previous BRAC rounds saved taxpayers around \$18B through Fiscal Year 2001 (FY 01) and a further \$7B per year since. However, BRAC 2005 recommendations represented the most aggressive BRAC ever proposed, affecting more than 800 installations. DOD claimed that BRAC 2005 would cut excess military infrastructure between five and eleven percent and save \$48.8B over 20 years.⁸³

The previous chapter covered the events in FY 05 as related to the Army in general, and Fort Belvoir in particular. That chapter ended with the official passage of the BRAC 2005 legislation on 9 November after the Congress failed to act to amend or reject the BRAC Commission recommendations. This chapter will examine the events of FY 06, and will end with the Garrison’s Community Update Breakfast (CUB) 17 October 2006 at the Community Center.

⁸² Keith E. Eastin, “Army Installations Transforming with the Force,” *Army Greenbook, 2006-07*, Vol. 56, No. 10 (October 2006): 57-60.

⁸³ Letter, Representative Thomas Davis (R-11th) to Secretary of the Army Francis J. Harvey, 14 August 2006.

THE BOARD OF ADVISORS

On 16 November 2005, Garrison CSM Andre' Douglas hosted a Senior NCO Breakfast at the Community Center beside Pence Gate. Eighty-four (84) of the installation's senior NCOs attended this event which included an update on BRAC.

Also on that date, Mr. Maury Cralle', the Deputy Director of Public Works for BRAC, conducted a briefing for COL Brian W. Lauritzen, Garrison Commander, and others on the future of the Engineer Proving Ground (EPG) and BRAC. He advised that the installation was losing time, and that the Assistant Chief of Staff for Installation Management (ACSIM) had not pursued its own timelines. He recommended placing the National Geospatial-Intelligence Agency (NGA) and the new hospital at EPG along with other Office of the Secretary of Defense (OSD) organizations. His arguments were persuasive. COL Lauritzen advised that the installation needed to site the new hospital first before proceeding further. He scheduled a further meeting on this subject for 22 November.

At a scheduled meeting on 17 November of the Fairfax County Federation of Citizen's Associations at Walt Whitman Middle School in Alexandria, Messieurs Leon Marshall and Don Carr conducted a briefing. Mr. Marshall served as the Garrison BRAC Implementation Team Leader (BITL) while Mr. Carr served as Director of Public Affairs. Transportation in the area proved to be the major focus of the audience. Marshall confirmed that no BRAC money had been allocated for transportation improvements outside the installation. However, the Congress had appropriated \$30M to fix roads on post.

He confirmed that the BRAC personnel numbers changed all the time. At that time, 21,000 new employees had been projected.

He also advised that BRAC had allocated \$3B for new construction on the installation. Marshall noted that a recent transportation survey to determine demographics in the area had not been mandatory. This statement elicited a good deal of skepticism and dismay from the audience.

Mount Vernon District Supervisor Gerry Hyland later described the entire BRAC process as very frustrating. He also described BRAC "as a bowl of Jell-O®;" difficult to get his hands around. His frustrations centered on the inflating numbers projections which had started at 12,000, then 16,000, then 18,000, and now 21,000.⁸⁴

On 21 November, the Baltimore District Office, USACE, released a Request for Proposal (RFP) to hire a contractor firm for BRAC Master Planning at Fort Belvoir. The Source Selection Board scheduled meetings on 4, 10 and 19 January 2006 to choose a designee, with selection scheduled for 1 February 2006. Award of the ID/IQ contract and the first Task Order in this process was scheduled for March 2006, but was subject to the availability of funds.

⁸⁴ Steve Hunt, "BRAC: Getting a Grip on the Jell-O® Factor," *Mount Vernon Voice*, 24 November 2005.

On 22 November, COL Lauritzen chaired a scheduled meeting on the siting of the new hospital at Fort Belvoir. He declared this mission as the No. 1 priority within BRAC. COL Patricia Horoho, commanding officer at DeWitt Army Community Hospital, presented the main briefing. She described the three preferred sites: the South Post Golf Course, the Community Center area, and the EPG. COL Lauritzen asked the other members of the group to submit their questions and comments about the EPG and the other sites so that a final presentation could be presented up the chain of command. He also directed Mr. Cralle' to distribute a summary of the meeting.

At a meeting of the Mount Vernon Council of Citizens' Association on 29 November, District Supervisor Gerry Hyland presented a list of potential improvements to the area's transportation system needed to support BRAC at Fort Belvoir, identifying about \$1B in needs. He described this amount as a bare minimum, as it did not include extending the Metro light rail line from either Huntington or Franconia-Springfield METRO stations to Belvoir.⁸⁵

On 7 December, Mr. Philip Grone, Deputy Assistant Undersecretary of Defense, reported that DOD would be in position by February 2006 to develop a detailed Implementation Plan (IP) for each installation affected by BRAC. He noted that all of the 241 installation implementation plans were well underway. He remarked, "Everyone has a role to play in this transformational exercise of the department, and we aim to do this in as seamless a way as possible."⁸⁶

On 3 January 2006, Leon Marshall retired after 32 years of service. Ms. JoAnn Blanks, Deputy to the Garrison Commander (DGC), replaced him as interim BRAC Implementation Team Leader (BITL).

On 27 January, COL Lauritzen attended two events related to BRAC. In the morning, he and COL Horoho spoke at the Fairfax Retirement Home to military retirees in residence. COL Horoho answered questions on the new hospital, and Davison Army Airfield noise issues were also discussed. Later that afternoon, COL Lauritzen attended the Fort Belvoir/Fairfax Committee at the Fairfax Government Center. Both COL Horoho and MG Guy Swan, commanding general of the Military District of Washington (MDW), accompanied him. COL Lauritzen explained the concept of the Board of Advisors (BOA) which he had first advocated at the CUB before community leaders on 19 October 2005.

He envisioned the BOA to serve as a central clearing house to identify issues for the Master Planner/Integrator to consider. The BOA would also consider comments and advice on BRAC and development projects from the membership. The BOA could recommend further actions on BRAC; discuss and make recommendations on stakeholder problem areas; and air concerns on BRAC implementation. The BOA would further establish Advisory Working Groups on specific problems. He had scheduled the first meeting of the BOA for Tuesday, 7 February in the Command Conference Room at post headquarters.

⁸⁵ Steve Hunt, "\$1.1 Billion and climbing: Costs Estimated for BRAC Transportation Needs," *Mount Vernon Voice*, 1 December 2005.

⁸⁶ Sergeant Sara Wood, "BRAC Implementation Plan on Schedule, Official Says," *American Forces Press Service*, 12 December 2005.

MG Guy S. Swan commented on Fort Belvoir's position within the National Capital Region (NCR), and the DOD's commitment to cooperation with the community. Although Supervisor Hyland wanted to know why the information from military commuters (the "Zip Code data") couldn't be gathered more quickly, the committee seemed optimistic on BRAC progress and other transportation issues.

On 28 January, Ms. Blanks attended an Open House hosted by Lee District Supervisor Dana Kauffman to represent the Garrison. Although prepared, nothing on BRAC was discussed.

On the morning of 4 February, COL Lauritzen and the Garrison staff attended District Supervisor Gerald Hyland's annual Mount Vernon Town Hall Meeting at the Mount Vernon High School. This event had always attracted a large audience. Mr. Hyland and COL Lauritzen appeared very complimentary of one another. COL Lauritzen stated, "The Army will meet the 2011 BRAC deadline," and "BRAC is really a puzzle composed of many pieces which must fit together." He talked about the projected \$3B construction costs on post, and he enumerated the total projected employee additions as 21,500; however this figure did not include contractors or service providers. He also described the process by which a Master Planner/ Integrator was being hired. The announcement was expected shortly.

COL Lauritzen described the BOA, with its first meeting scheduled for the following Tuesday.

He introduced LTC Jeffrey Peters, the DeWitt Hospital representative for BRAC, who discussed the new hospital and the demographics of 450,000 military beneficiaries in the NCR within North and South "markets."

On the afternoon of 7 February, COL Lauritzen convened the premier meeting of the Board of Advisors at post headquarters. The 12 permanent members of the Planning Advisory Board were as follows:

COL Brian Lauritzen (Chairman)
John Cogvil, Chairman, National Capital Planning Commission
Dan Storck, Fairfax County Public Schools
Dr. Robert Templin, Chairman, Northern VA BRAC Working Commission
Ralph Newton, Director of Defense Forces Directorate, Washington Headquarters Services
COL Patricia Horoho, DeWitt Army Community Hospital
David Farace, Facility Programming, NGA
Gerry Connolly, Chairman, Fairfax County Board of Supervisors
Elaine McConnell, Supervisor, Springfield District
Dana Kauffman, Supervisor, Lee District
Gerry Hyland, Supervisor, Mount Vernon District
Sean Connaughton, Chairman, Prince William County Board of Supervisors

Ms. JoAnn Blanks, Interim BITL, and CSM André Douglas attended as Supporting Members.

In addition, Ms. Diane Devens, Director Northeast Region (NERO), and MG Guy Swan attended as observers and advisors.

Mr. Donald Carr served as Recording Secretary.

The board nominated two other permanent members as necessary advisors to the body: SEN John Warner (R-VA) or his representative; and Mr. Pierce Homer, Virginia Secretary of Transportation as the county elected officials preferred to have Virginia Commonwealth representation on the BOA. In light of the importance of that organization in the overall BRAC process, it was also suggested that a representative of the National Museum of the U.S. Army (NMUSA) should be nominated as an adjunct member. Invitations would be extended to those gentlemen/ladies to attend the next scheduled meeting.

COL Lauritzen briefed the body on the purpose of the BOA and its mission (see above).

Following the discussion of the composition of the BOA and the duties of the membership, the agenda was turned to major issues. The Fairfax County elected officials dominated at least 80% of the remainder of the meeting. They raised the following issues:

- Location of the NMUSA site within the installation
- More military housing on post
- Contractors on post
- Transportation
- Integrated solutions (inside and outside post)

COL Lauritzen delineated the following timeline of upcoming events:

- Summer, FY 06: Site Selection for NMUSA – a critical occurrence
- FY06 and FY 07: formulation of the Environmental Impact Statement
- FY 07: design of new construction
- FY 07-11: construction/fit up and move in

Mr. William Sanders, Director, DPW, described the role of the Master Planner/Integrator, to include modeling/mitigation/communication. He emphasized that the ACSIM would supervise the Master Developer.

COL Lauritzen advised of the following upcoming meetings:

- 5 April 2006: ACSIM Executive Steering Committee
- 20 April 2006: Next BOA Meeting, 1330-1530 hrs.

On the morning of 14 February, Ms. Blanks and Mr. Carr represented the Garrison at the Greater Springfield Chamber of Commerce luncheon at the Comfort Inn in Springfield. She was expected to update the business community on the anticipated increase of 21,500 people under BRAC. Also under discussion were the possible uses of EPG; the increased demand for office space by government contractors in the Greater Springfield area; and how traffic patterns might be affected.

BELVOIR NEW VISION PLANNERS

On 17 February the Baltimore District Office, USACE, announced the selection of the contracting agent for BRAC Master Planning at Fort Belvoir. The team, which styled itself the Belvoir New Vision Planners (BNVP), was a joint venture comprised of partners of Post, Buckley, Schuh & Jernigan, Inc. (PBS&J), and Skidmore Owings & Merrill LLP (SOM); and 17 sub-contractors. Founded in 1960 by four civil engineers, PBS&J was nationally recognized for excellence in engineering, transportation, environment, and the Federal marketplace. Founded in 1936, Skidmore *et al* was one of the world's largest architecture, urban design, and engineering and interior design firms.

Four days later on 21 February, COL Lauritzen convened a quarterly General Officer/Senior Executive Service/Command Sergeant Major (GO/SES/CSM) meeting at the Officers' Club. These meetings had previously been designed to brief senior leaders, either quartered or stationed on post, about developments within the Garrison and the Army community. He discussed BRAC extensively. He noted that the contractor Master Planning Group had been selected the previous Friday. LTC Pamela Lucas of ACSIM introduced the Belvoir New Vision Planners. She noted that BNVP planned to start work immediately.

COL Lauritzen commented, "Now we have a first class team in place to plan and develop this base into a world-class urban federal center. We expect the planning and development to be fast but deliberate, and we are committed to leading a process where we work collectively with our partners in the community and the surrounding region."⁸⁷

COL Lauritzen also discussed the numerous BRAC construction projects as outlined in the following chart:

PROJECT	PROJECT TYPE	COST (\$000)
11 Projects	Mission	2,700,000
4 Projects	Infrastructure	145,000
8 Projects	BASOPS Support	51,400
17 Projects	Community Support	145,200

A list of BRAC Military Construction (MILCON) Plans was distributed.

On 8 March, COL Lauritzen briefed the local chapter of the National Association of Retired Federal Employees (NARFE) at the American Legion Hall in Springfield on BRAC.

Mr. Keith Eastin, Assistant Secretary of the Army (Installations & Environment), visited Fort Belvoir on 11 March to discuss EPG and BRAC. He was accompanied by Mr. Davis, Deputy

⁸⁷ Fort Belvoir Public Affairs Office, "BNVP to lead base realignment," *Belvoir Eagle*, 23 February 2006.

Assistant Secretary of the Army for Environment, Safety and Occupational Health. The Garrison provided Mr. Eastin with information on the viability of developing EPG parkland parcels, and the cost and scheduling information on the clean-up of all non-parkway parcels.

On 14 March, Ms. Blanks attended the regular meeting of the Greater Springfield Chamber of Commerce to provide an update on BRAC and answer inquiries.

Four days later, Ms. Blanks and Mr. Carr attended the Hallowing Point Civic Association meeting at the visitor's center at Gunston Hall for an update briefing on BRAC and developments at Fort Belvoir. She stated that, "No stone will be left unturned related to options and transportation. A number of future public meetings will be held to address community concerns." Approximately 125 people attended this meeting.

On 24 March, DA appointed Mr. Eastin as the DA representative for BRAC development on Fort Belvoir. He came this day to Fort Belvoir with Mr. Geoffrey Prosch, the Interim Assistant Secretary of the Army, along with staffers from the Northern Virginia CODEL, for a meeting with the Garrison Commander and a "windshield tour" of the installation. Among the topics discussed were possible uses of the Tompkins Basin area and the portability of AMC temporary facilities.

COL Lauritzen and Dr. Richard Repeta, BRAC planning member for DeWitt Hospital, conducted a planning committee roundtable on 28 March.

On 31 March, the Belvoir New Vision Planners signed a contract (Indefinite Delivery Contract #W912DR-06-0011, for five years at a cost of \$60M) for Master Planning for BRAC. Initial taskings required them to submit their Strategic Communication Plan and Preliminary Siting Plan within 60 days. Attendees at the signing included ACSIM; NERO; the Mobile and Baltimore Districts, USACE; and the garrison staff. Additionally, this meeting signaled the "kick-off" of the Fort Belvoir BRAC/Comprehensive Plan Environmental Impact Statement proceedings.

On 20 April, attendees met for the second Board of Advisors session at post headquarters. COL Lauritzen took the opportunity to introduce the BNVP team, headed by Mr. Ken Kost. Mr. Kost conducted a PowerPoint presentation on the challenges to be overcome and the planning principles they would employ. He advised of the planned submission of the Preliminary Siting Plan on 30 June. The Fairfax County elected officials suggested that the next BOA meeting should be scheduled prior to that date to give the BOA a chance to review and recommend possible changes before the formal release. They noted that the Preliminary Siting Plan was arguably the single most important decision point in the master planning effort, and would essentially shape the future development effort and define the multiple axes of advance for the next five years.

The Executive Steering Committee of ACSIM would be convened on 6 July to assess their proposal. BNVP officials noted that they had already conducted interviews with Washington Headquarters Services, NMUSA, NGA, DeWitt Hospital and the Program Executive Office – Enterprise Information Systems (PEO-EIS) to determine their individual requirements.

Top priorities for the planners in achieving the “world class” status for Fort Belvoir were delineated as follows:

- Produce a new standard of excellence for Federal urban design and development
- Develop and implement a new vision for Fort Belvoir that is “creative, achievable and lasting”
- Create a program for integration and development that is structured and proactive
- Support the Army in meeting its mission for the installation
- Meet the BRAC completion date of 15 September 2011

It was also noted that the BNVP Master Plan was scheduled to be completed by 7 May 2007. The next BOA meeting was scheduled for 22 June 2006. Agenda items would include: 1) BNVP update on preliminary planning. 2) Update on completion of the Fairfax County Parkway connector road through the EPG. 3) Demographic assessment. 4) Communications strategy.⁸⁸

On 2 May, Ms Blanks attended the regular luncheon of the Greater Mount Vernon/Lee Chamber of Commerce to provide an update on BRAC. That evening, COL Lauritzen attended a meeting of the Inlet Cove Home Owners Association. This new housing sub-division was located along Route 1, just south of Fort Belvoir.

PUBLIC SCOPING

The garrison and BNVP conducted a Public Scoping Meeting on the evening of 7 June to garner public comment for the projected Environment Impact Statement (EIS). The Hilton Springfield Hotel on Loisdale Road in Springfield provided the venue. Approximately 150 people attended this event.

COL Lauritzen presented some welcoming remarks and explained the purpose of the gathering. He also introduced Supervisor Dana Kaufmann who solicited the comments and suggestions from the attendees.

The stated purpose of the meeting was to solicit input on the scope of the EIS, and to identify issues and alternatives to be addressed in the study. This meeting also served as an opportunity, consistent with the regulations implementing Section 106 of the National Historic Preservation Act, for interested parties to submit their views on any potential historic preservation issues. Comments could be submitted orally; in writing at the meeting; on the website; by email; or surface mail.

A large display indicated the consideration and/or re-development of six areas on post to accommodate re-alignment activities for long-term growth:

- North Post
- EPG

⁸⁸ Richard Arndt, “Advisory Board gets first look at BRAC planning,” *Belvoir Eagle*, 27 April 2006; Charles Hagee, “New Vision for Growth at Fort Belvoir,” *Mount Vernon Gazette*, 27 April 2006.

- North Post Golf Course
- South Post
- Davison Army Airfield
- Southwest Area

It was noted that 4,500 acres on the installation had been identified for development. Of that number, 50% had already been developed.

The following timeline for the EIS was advertised:

- Public Scoping Meeting: 7 June 2006
- Scoping Comments Submission Deadline: 2 July 2006
- Draft EIS Available for Review: Winter 2007
- Draft EIS Public Meeting: Summer 2007
- Draft EIS Comments Due: 45 Days from publication of the Notice of Availability of the Draft EIS in the Federal Register
- Final EIS Available for Review: May 2007
- Record of Decision: Summer 2007

It was additionally noted that the EIS would not evaluate effects to Crystal City resulting from the re-location of DOD organizations to Fort Belvoir; the effects of the potential off-post transportation improvements identified in the EIS; and any on-going installation construction projects.

Resource Areas identified below would be considered in the EIS:

Land Use	Biological Resources	Cultural Resources
Aesthetic Resources	Air Quality	Socioeconomics
Noise	Transportation	Geology/Soils
Utilities	Water Resources	Hazardous Substances

Attendees could also interact with staff members concerning the National Environmental Policy Act (NEPA) of 1969. This Federal law required the identification and analysis of potential effects of certain proposed Federal actions and alternatives before those actions take place. As a “full disclosure” law, it provided a mechanism for evaluating potential environmental impacts. It also incorporated public involvement into the Federal decision-making process.

TRANSPORTATION

With the release of the DOD recommendations to the BRAC Commission on 13 May 2005, it quickly became clear to everyone that transportation would become the major issue underlying every decision and debate. Northern Virginia was already beset by major transportation problems, and the prospect of moving an additional 22,000 personnel to Fort Belvoir by 2011

only anticipated additional transportation dilemmas. For that reason, the BNVP exhibit on transportation drew many visitors and much discussion at the Scoping meeting.

The BNVP planners had already come to the conclusion that the vast majority of expected additional employees already resided and worked in the region. Data showed that many already lived within a manageable driving distance to Fort Belvoir. A prime planning feature involved the “Park Once” strategy – that is, consolidate parking at central points inside and outside the installation, and then shuttle employees to their work stations.

Mr. James Curren, the BNVP Transportation Planner, advised that using the previous Zip Code data of most employees scheduled to be shifted, the planners hoped to oversee the relocations in a responsible manner.

The roughly total 44,000 personnel who would end up commuting to the post by 2011 would arrive from widely dispersed points: 41% from the south along I-95 and Route 1; 28% would come from the north via the Capital Beltway (I-495) and I-395; 17% were expected to come from the east by the Beltway and Route 1; and 14% would approach from the west via the Fairfax County Parkway. Current patterns indicated that 60% of the 2006 employees traveled to the post from the south. The data presented proved daunting and encouraging, depending on one’s perspective.

In terms of mass transit, the BNVP identified the north-south Virginia Railway Express (VRE) which ran alongside the post, but which did not provide a station within easy access of post commuters. BNVP also considered a shuttle to meet the end of the Capital Region’s METRO Line at Franconia-Springfield, but there were no transit lines to help workers who lived in the east or west.

Mr. Curren continued to maintain that, overall, 79% of personnel scheduled to be transferred resided within an hour’s drive of Fort Belvoir, and indications thus far were that few were planning to move to accommodate their new work locations.⁸⁹

SITING PLANS

On the afternoon of 22 June, the third session of the BOA convened at post headquarters. Following welcoming remarks, Mr. Kost led off to introduce the Preliminary Siting Plan briefing. His briefing began with an announcement of the following critical milestones:

- 30 May 2006: The Tenant Requirements Documentation was completed
- 29 June 2006: Presentation of the Development Strategies/Land Use Plan Alternatives/Evaluation Recommendations
- 6 July 2006: ACSIM Executive Committee Meeting to discuss the alternatives

⁸⁹ Alec MacGillis, “Analysis of Fort Belvoir Jobs Shift Paints Clearer Commuting Picture,” *The Washington Post*, 12 June 2006.

Mr. Doug Voigt was introduced and began his briefing. He described the following planning principles utilized for the study:

- Transform Fort Belvoir
- Diversity of Use & Activities
- Strengthen the Natural Habitat
- Achieve Environmental Brilliance
- Build Compact Neighborhoods
- Improve Connectivity (transportation)
- Emphasize the Public Realm
- Respect Fort Belvoir History
- Community Benefits

The BNVP utilized the following planning strategies:

- 5 Development Sites – One Post
- Travel Patterns inside and outside Post
- Travel Times
- Environmental Constraints
- Potential Development Areas. 35% of the entire land mass is usable
- Improve Access (e.g., Fairfax County Parkway)
- Improve Connections
- Planning Framework (Long Term Approach)

Three Development Strategies were advanced:

Development Strategy 1

“Town Center,” with development on either side of Route 1 on Main Post.

Development Strategy 2

“City Center,” with development on EPG/General Services Land (GSA) at Springfield.

Development Strategy 3

“Satellite Campuses,” with development dispersed to different sites around post.

The Fairfax County elected officials immediately registered strong support for Strategy 3. Chairman Connolly and Supervisor Hyland also strongly recommended the placement of the NMUSA at the preferred site at Pence Gate on Main Post. Mr. Hyland noted that, “Belvoir is the cornerstone for revitalization of Route 1.”

COL Lauritzen invited Mr. Pierce Homer, Secretary of VDOT, to comment on the plans and proceedings. Mr. Homer noted that only the 4th I-95 lane addition and the Fairfax County Parkway connector road had been funded. There was currently no money for improvements to VRE, and any current Metrorail planning was unrealistic. He criticized any Zip Code data as

unreliable, and strongly recommended running a series of traffic “models” on all three strategies. Having injected a very sobering point of view into the proceedings, Mr. Connolly further noted that transportation considerations would become the dominant determinant on which strategy would be chosen.

COL Lauritzen also invited the representatives of the various organizations coming to Fort Belvoir to comment. Mr. Ralph Newton of Washington Headquarters Services noted that at least 40% of the current employee population will retire in the next five years. He expected the active duty population to also shift dramatically. Mr. Don Cuming, the NGA representative, was unable to provide up-to-date data. COL Horoho of DeWitt Hospital noted the difficulty in predicting the distribution of population with the closing of Walter Reed Medical Center and the opening of the new facility at Fort Belvoir.

The BNVP predicted that the 21,500 new employees would bring at least 17,000 more vehicles onto Belvoir every day. Consultants had recommended funneling traffic into parking garages away from any buildings where workers could board shuttle busses, as is done at the Pentagon.

Mr. Connolly predicted that, “You won’t have the infrastructure in 2011 to support what’s going on. That bothers me. You should have started yesterday, rather than making it part of a long term plan.”

As the meeting adjourned until the next gathering scheduled for Wednesday, 2 August 2006, Mr. William Womack, REP Thomas Davis’ (R-11th VA) staff member, was heard to comment that the Virginia congressional delegation had not been included in the planning/consultation process. He urged immediate attention to this matter.⁹⁰

On 6 July at 1330 hrs., COL Lauritzen convened a quarterly GO/SES/CSM Meeting at the Sosa Center. The BNVP presented its briefing on Planning and Development Strategies to tenant and partner units on post.

On 12 July, during the following week, COL Lauritzen appeared in the first of a series of televised interviews on BRAC at Fort Belvoir on the Pentagon Channel.

On the same day, Mr. Richard Neal of the Southeastern Fairfax County Development Corporation addressed the Mount Vernon/Lee Chamber of Commerce Board of Directors, and indicated that a \$5,000 grant had been forwarded to NMUSA. He noted that the siting of the museum on Main Post would soon become a “big fight” (see NMUSA below). Ms. Jennifer Brennan, a Fort Belvoir PAO staff member, reminded the membership that the siting of NMUSA would be announced that summer.

At 1600 hrs. that same day, Mr. Eastin invited COL Lauritzen to attend a briefing for the Northern Virginia CODEL on BRAC at Fort Belvoir. Later that evening, COL Lauritzen addressed

⁹⁰ See William C. Flook, “Three visions laid out for Belvoir,” *The Washington Examiner*, 23 June 2006; and Alec MacGillis, “Army Urged to Scatter Buildings; Fairfax Officials Worry about Effects on New Workers on Traffic,” *The Washington Post*, 23 June 2006, for differing perspectives on press coverage.

the Mount Zephyr Citizens' Association Meeting at the South County Government Center in Fairfax County. This was a special meeting to address BRAC concerns within the community. He discussed the three development strategies under consideration, as developed by BNVP. Reception of the Garrison Commander by the community was positive, and he engaged in a lively Question & Answer session with the attendees.⁹¹

Also on that day, the Fairfax County Board of Supervisors sent a letter to SEN John Warner (R-VA), asking him to recommend delay of release of the upcoming preferred siting plan. SEN Warner's support for the preferred plan would become crucial. SEN Warner forwarded this letter to SEN George Allen (R-VA) and REPs Moran (D-8th) and Davis (R-11th) for their comment. On 21 July, SENs Warner and Allen, along with REPs Moran and Davis, forwarded a letter to Mr. Francis Harvey, Secretary of the Army, expressing their concern over the Army's ability to pay for BRAC: "We are particularly concerned to learn from the Belvoir New Vision Planners that an astounding 75% of the estimated infrastructure costs identified by the Army as absolutely 'required' to successfully implement the Fort Belvoir realignment are listed as 'unfunded.'"

On 27 July, Mr. Eastin scheduled a luncheon with the local district supervisors to explain the Preferred Siting Plan. Also, on that day, telephone calls were placed to the CODEL and officials of the Commonwealth of Virginia. Considerable discussions had already been conducted to determine an appropriate forum for release of the Preferred Siting Plan to the public.

THE PREFERRED SITING PLAN

On the afternoon of 27 July, a press release, issued by Mr Eastin's office, described the Preferred Siting Plan as proposed by BNVP. Plan # 3, "Satellite Campus," had been chosen as the most appropriate for Fort Belvoir. Mr. Eastin stressed that, "We have listened closely to the concerns of the community during the early phases of the process, and we expect our community outreach will only intensify in the months ahead." He also noted that the Army had determined that the input available had been sufficient to begin the next phase of the National Environmental Policy Act (NEPA) process.

In short, Plan 3 called for NGA, Washington Headquarters Services, NMUSA and a large parking garage to be constructed at EPG. The new hospital and leased space agencies (approximately 4,000 workers) would be sited on the South Post Golf Course and in office space around South Post.

Within hours the community firestorm of opposition was released. Supervisor Dana Kauffman said, "I'm dumbfounded; they may have listened to us, but the proposal is black-and-white proof that the Pentagon has chosen to ignore us." Board Chairman Gerry Connolly was adamant in stating, "They have essentially brushed aside the many concerns the county put in front of them and decided to do what they wanted. If this were a developer coming to Fairfax County for a rezoning, I'd deny it in a heartbeat." District Supervisor Gerry Hyland commented,

⁹¹ Melina Rodriguez, "Like a good neighbor: Belvoir strives to keep community informed," *Belvoir Eagle*, 20 July 2006.

“I’m dismayed. They eliminated our opportunity to have synergy between the sites.” He also noted that moving the NMUSA site from near Pence Gate on Main Post to EPG would hinder the county’s hopes of linking it with other historic tourist sites such as Mount Vernon and Gunston Hall.

Alone in accepting the proposal was Supervisor Elaine N. McConnell who said putting so many employees at EPG (18,000) would probably help with the revitalization of downtown Springfield. “People are going to come in to eat and shop. That’s a good part of it.”⁹²

On 28 July, COL Lauritzen convened a media roundtable at post headquarters to explain the Preferred Siting Plan and respond to questions about BRAC. Thirteen representatives of the media attended this meeting.

His briefing initially touched on the Army priorities since 11 September 2001:

- Global War on Terrorism (GWOT)
- Re-stationing forces from overseas
- Re-organizing forces – modular brigade formations
- Continuing Transformation

He stressed that the announcement of the Preferred Siting Plan was a proposal, not a decision. The NEPA process would look at all the alternatives. He expected the Record of Decision to be made in summer 2007. He also noted the importance of flexibility, re-vitalization of the installation, and comprehensive shuttle-bus programs. In response to questions about transportation, he noted that there must be mitigation funds of approximately \$600M. Of that, only \$175M had currently been appropriated. He stressed that there must be a partnership of the Army and the Commonwealth to engage the Congressional delegation for appropriations to mitigate transportation issues.

In response to questions concerning the GSA site, COL Lauritzen maintained that the Army does not own the GSA site; however, its possible use would be included in the EIS deliberations.

Considerable discussion was devoted to the siting of the NMUSA (see below). In short, the space requirements of the NMUSA had largely outgrown the available space at Pence Gate. For that reason, BNVP had recommended siting it at EPG. COL Lauritzen maintained that focusing most of the new workers at the all-but-vacant EPG was a dispersal of sorts because the main post already contained 22,000 employees.

On this day, REPs Moran and Davis issued a statement that, “We remain concerned that this flawed process did not – and still does not – account for the severe transportation impact...to Belvoir and the surrounding area.”⁹³

⁹² Richard M. Arndt, “Belvoir development strategy announced: Plan would place 18,000 workers at EPG,” *Belvoir Eagle*, 3 August 2006; Alec MacGillis, “Army’s Transfer Plan Irks Fairfax: Traffic will grow near Fort Belvoir, Officials Fear,” *The Washington Post*, 28 July 2006.

⁹³ Alec MacGillis, “Plan to Group 18,000 Workers Defended,” *The Washington Post*, 29 July 2006.

THE MEDIA THUNDERCLAP

Over the next few weeks, the media had a field day in covering the Preferred Siting Plan announcement. While some newspaper articles appeared to be fair and balanced, other articles and most editorials registered dismay and severe opposition to the plan.

In an article that appeared in *The Washington Post* on 1 August, Alec MacGillis noted that as more details emerged about the Army's plan to bring 23,000 employees to Fort Belvoir, state and local officials were warning that it would create horrific gridlock in southern Fairfax County when there was no money to fix the inadequate road network in the area.

VDOT Secretary Pierce Homer was quoted as saying, "The I-95 and Route 1 corridors are extremely congested, and adding significant new transportation demands in those corridors will have very extensive impacts." Mr. Homer and other worried state and local officials remarked that the numbers just didn't add up – not even close. The article did quote Army officials that the plan did present the best hope for avoiding gridlock at Belvoir because it diverted most of the new traffic away from the main post, which already had 23,000 employees, and had never been easy to reach, squeezed in between Route 1 and the Potomac River. Studies by the Army's consultants showed that Route 1 could only handle about 6,000 more cars per day. Officials acknowledged that the success of its plan to concentrate growth at EPG depended on transportation improvements for which little funding existed. The Army had identified 14 needed projects with a total price tag of \$600M; only about a quarter of which were currently funded.⁹⁴

Amber Healy, writing in the *Springfield Connection*, provided comments by local elected officials. Chairman Connolly was noted as remarking, "They have no plan except for the 'tooth fairy plan.' We hope Congress will see its way clear to provide a few hundred million in transportation infrastructure." Virginia DEL Mark Sickles (D-43rd District) noted that the preferred site plan was a double-edged sword for Springfield. He hoped that county officials would not jump to a "doom-and-gloom" mentality about the changes to EPG, but instead focus on making the best of a difficult situation.⁹⁵

In an article which appeared in *The Fredericksburg Free Lance-Star*, Kelly Hannon described a meeting which occurred 31 July in which Secretary Homer met with a regional committee about new employees coming to Quantico MCB as a result of BRAC. Stafford and Prince William County supervisors stressed a need for a combination of state and Federal funding for rail and road improvements to keep traffic flowing. They remarked that it was unfair to expect county taxpayers to fund transportation projects that would accommodate decisions by DoD. This indicated a diverse contrast with what was being said by Fairfax County officials.⁹⁶

⁹⁴ Alec MacGillis, "Paralyzed Roads Envisioned Near Belvoir: Army Move Requires Many Improvements that Lack Funding," *The Washington Post*, 1 August 2006.

⁹⁵ Amber Healy, "EPG: The Good, the Bad and the Ugly," *Springfield Connection*, 3 August 2006.

⁹⁶ Kelly Hannon, "Group looks at impact," *The Fredericksburg Free Lance-Star*, 1 August 2006.

Most editorials came out strongly against the BRAC plans. Lowell Curtis of the *South County Chronicle*, in an editorial which appeared 30 August, probably provided the direst predictions. His editorial provided an extremely negative, near-venomous commentary which included a very harsh commentary on the Army, but also took swipes at VDOT and the Virginia House of Delegates. He indicated that COL Lauritzen was acting with the best of intentions, but had no real power to make any meaningful changes to the preferred site plan. Mr. Curtis described local political leaders as “simply wasting their time in these meetings.” He also described unidentified Army decision-makers to date as having shown neither a willingness to talk with the community, nor any interest in the community’s opinions. He characterized the Belvoir New Vision Planners as better described as “Muddy” Vision Planners.⁹⁷

THE FIRESTORM CONTINUES

On the afternoon of 2 August, COL Lauritzen convened the fourth Board of Advisors meeting at post headquarters. This meeting proved to be a crucial chapter in the BRAC story since opposition was rapidly hardening. After welcoming remarks by Ms. Blanks, she deferred to the Garrison Commander who began by stating, “The (Preferred Siting) Plan is not locked in stone. We do not want to hamstring the process.”

Before COL Lauritzen could turn the meeting over to the BNVP for an update briefing on their analyses of the three proposed plans, the Fairfax County elected officials chose to make some comments about the preferred plan.

Mr. Connolly stated, “We do not believe that the plan as proposed will be successful. Significant financial sums will be necessary to accomplish the plan as outlined. However, we are heartened that the preferred plan is subject to change.” Mr. Hyland remarked, “My gut tells me that probably not much will change from the proposed plan.” He noted that the members of the Fairfax Board of Supervisors were of very different minds as to whether to attend the meeting at all this afternoon. SEN Toddy Puller (D-36th District) stated, “We have to be united to help us out of this fix.”

Both Mr. Hyland and Mr. Kauffman addressed the question of the siting of NMUSA. Mr. Hyland cited a letter from BG Creighton Abrams, Jr. (Ret), Executive Director of the Army Historical Foundation (AHF), thanking Fairfax County for its generous contribution of \$250,000 to the museum. He noted that the county had worked hard with the Army to locate NMUSA at Pence Gate (see below). He also stated, “The AHF is not comfortable with the current proposal. What has gone on is the antithesis of cooperation!”

Mr. Kauffman returned to the subject of the GSA warehouse, and described it as a current waste of Federal money. COL Lauritzen replied to questions about the NMUSA. He noted that the museum would now need about 125 acres which had largely outgrown the Pence Gate site.

⁹⁷ Lowell Curtis, “Our Viewpoint – Is the Army Trying to Take Us Down the Yellow Brick Road to See the Wizard,” *South County Chronicle*, 30 August 2006; see also Editorial, “Road to Ruin in Northern Virginia,” *The Virginian Pilot*, 7 August 2006; and Editorial, “Preferred (?) sites,” *Mount Vernon Voice*, 3 August 2006.

Mr. Voigt of BNVP attempted to explain the conditions under which the planners had arrived at their preferred plan. He noted that the meeting of the BOA on 22 June had been the first opportunity to openly discuss the alternative plans. It had been an excellent opportunity to gain some feedback on their planning. He noted that the new sites must accommodate 7M SF of office space, and 22,000 additional employees. Mr. Voigt was only able to discuss Plan #1 before the rest of the meeting was dominated by the elected officials.

Mr. Connolly described the final preferred plan as “disingenuous.” Mr. Hyland passed out a memorandum on transportation which included a list of additional transportation items which must be accomplished in addition to the 14 Projects already identified by the Army. He also included an email from Mr. Richard Neal, President of the Southeast Fairfax Development Corporation, and a letter to the Secretary of the Army recommending the siting of NMUSA at Pence Gate.

Fourteen Projects:

- Complete the Fairfax County Parkway
- Reconstruction (with direct connections to the HOV lanes) of the I-95/Fairfax County Parkway Interchange
- Additional ramps to and from I-95 for EPG
- Improvements to Fairfax County Parkway through EPG (beyond what is already funded)
- Improvements to Fairfax County Parkway between I-95 and Kingman Road
- Rideshare Facility (e.g., “slugs”)
- Transit center and bus service
- Implementation of expanded bus service and some form of circulator
- Additional access to EPG
- Intersection improvements
- Additional crossings over Route 1 between North and South Post
- Widening of I-95 from 3 to 4 lanes from Newington to Route 123
- Interchange at Fairfax County Parkway and Kingman Road
- Completion of the connector road between Telegraph Road and Route 1

Ms. McConnell revisited the Hardiman Plan of the early 1990s. COL Robert R. Hardiman, ACSIM program manager for the development of the National Capital Region, had designed a comprehensive plan for the profitable, commercial use of EPG. His planning projected \$43M in taxpayer savings through development of the EPG over the next 15 years. It would allow Army agencies to move into the site from expensive leased space in Virginia, Washington, D.C. and Maryland. The initial concept allowed the Army to trade, sell or lease the EPG to developers in exchange for 3.1M square feet of office space to be constructed at no cost to the government. A consultant, Basile, Baumann, Prost & Associates, was hired to provide development advisory services for the project, including financial, land use, environmental and traffic analysis. Under that plan, the development would include office, residential, hotel and conference facilities

with the only retail facilities being “convenience” stores. Although local elected officials supported the ambitious plan, it was subsequently rejected by the Army.⁹⁸

Messieurs Newton, Curren and Homer contributed a number of points on transportation. Mr. Newton discussed a number of traffic mitigation plans currently in effect for Pentagon personnel (e.g., “slug” center, ridesharing, bus shuttles, fare discounts for public transport riders, etc.). He noted that many other methods could be utilized. Mr. Curren discussed factors which had determined their choices. He noted that 95% of the traffic currently on I-95 actually continues north to the Pentagon/Crystal City/District and other leased spaces. The preferred planning would off-load that traffic onto the Belvoir area.

COL Lauritzen asked Secretary Homer for his comments. He noted that environmental planning for the EIS normally takes 36 months. He made three recommendations:

- Land uses in the preferred plan do not work. He recommended combining the last “use planning” and “traffic planning” plans into one document.
- He recommended another look at the Hardiman Plan.
- The Zip Code analysis must be updated and completed as soon as possible.

COL Lauritzen advised that two working groups would be formed to investigate and report on important items:

- Transportation Working Group
- Museum Working Group

Ms. Blanks was assigned to work on staffing and formulation of these groups.

Michael Bettaker, EIS Planner for BNVP, outlined the EIS process for the group. He advised that the draft EIS was expected in January 2007, with the Record of Decision (ROD) scheduled for summer 2007. The EIS planners would analyze five alternatives. In light of the controversy revolving about the placement of the NMUSA site, he remarked that the Pence Gate site would be considered for the museum. Other items for analysis included: structured parking, air quality, traffic trends, and land-use planning.

MG Swan took the opportunity to advise that the GSA site needed to be looked at, but the Army did not own that property. He also observed that in mitigation, any NMUSA traffic would not flow during peak hours. He extended accolades to COL Lauritzen for his hard work and stewardship of the project. He noted that the Fairfax County officials were asking hard questions, which was as it should be.

On 4 August, SEN George Allen tacked on a \$2M study of needed traffic improvements around Fort Belvoir to the 2007 Defense Appropriations Bill to review how the BRAC directives

⁹⁸ See Special Issue, “Fort Belvoir: a blueprint for the future,” *Castle*, 29 June 1990, and especially, Rick Sanborn, “Planning continues for EPG development.”

would affect the area's transportation systems. Mr. John Reid, SEN Allen's spokesman, remarked that, "Along with that decision (by the Army) comes the responsibility not to overburden the other citizens who use the roads and not to pass the full bill onto the locality. The Federal government needs to pick up the tab for making their facility accessible." Reid noted that the study must be completed within one year.⁹⁹

THE NATIONAL MUSEUM OF THE U.S. ARMY

The Army Historical Foundation (AHF) was founded specifically in 1983 to build the National Museum of the US Army (NMUSA). In October 2001, DA specifically directed the placement of the museum at Fort Belvoir, with supplementary facilities at Carlisle Barracks and Anniston Army Depot. On 30 September 2003, GEN John Keane, the Vice Chief of Staff of the Army, presented the keynote address at an Activation Ceremony on the Colonel Stephen H. Long Parade Field at Fort Belvoir to kick off the fundraising campaign for the museum. Since that time, the Capital Campaign for the NMUSA became the major activity of the AHF. Initial dedication and opening of the museum had been tentatively scheduled for 14 June 2011 (the Army Birthday).

In late 2004, the AHF officially selected the renowned firm of Skidmore Owings & Merrill (SOM) as the design architect for the NMUSA. In 2005, when the BRAC recommendations were released by DoD, and subsequently approved by the President and the Congress, a firm decision had still not been made as to the exact placement of the museum within the confines of Fort Belvoir. Five sites had been identified, with the area around Pence Gate as the preferred site. This site enjoyed the overwhelming support of the local community due to its location along the historic Washington/Rochambeau Route (Route 1), and its proximity to George Washington's Mount Vernon, Woodlawn Plantation and Gunston Hall. Local leaders expected that the NMUSA at Pence Gate would trigger the re-vitalization of the entire southeastern Fairfax County area. Due to the expected large "footprint" of the NMUSA, and all its attendant attributes, it was subsequently decided to roll over placement of the museum into the overall BRAC planning. Additionally, it should be noted that the SOM firm later became a component of BNVP.¹⁰⁰

By the time of the Activation Ceremony, the AHF had set a fundraising goal of \$200M from private and corporate donors. By the summer of 2005, it was apparent that this fundraising campaign was not going well. In June, the AHF and the Army were approached by Universal City Property Management, III, LLC of Orlando, Florida, which submitted a conceptual proposal to acquire the EPG for retail/residential/commercial development in exchange for the construction of the NMUSA on a portion of the EPG. The company advised that it expected three million visitors per year at this new complex, more than either Hershey Park in Pennsylvania, or Busch Gardens in Virginia. The Army began consideration of this entertainment venue to help offset the total cost of the museum. GEN William Hartzog (Ret), President

⁹⁹ William C. Flook, "Sen. Allen tacks study onto defense spending bill," *The Washington Examiner*, 5 August 2006.

¹⁰⁰ Army Historical Foundation, *The Army Historical Foundation 2005 Annual Report*, (Arlington, VA: Army Historical Foundation, 2005), 7, 10.

of AHF, expressed his belief that the Universal concept to build the NMUSA on EPG was more attractive than the current plan to build it on Fort Belvoir proper.¹⁰¹

As could be expected, local officials strenuously opposed this idea, and the Army later withdrew its interest, especially in view of negative publicity about “theme parks” and “arcades” on Army property.

On 8 August 2006, numerous media stories revisited that story, by reporting that the company had re-submitted a similar proposal offering to build the NMUSA at EPG in exchange for suitable land on which to construct a theme park, retail and hotel complex adjacent to the museum. Later reached for comment, Mr. Eastin rejected this proposal, and stated that the plan was “dead on arrival.” REP Thomas Davis also issued a statement rejecting the proposal. By the following day, Mr. Eastin had qualified his statements concerning the “theme park” request. He noted that the Army was considering allowing a conference center, hotel and partnership with the private sector as additions to the NMUSA.¹⁰²

An announcement appeared on a separate Fort Belvoir website on 11 August, seeking information from potential developers interested in leasing land (an Enhanced Use Lease/EUL) on Fort Belvoir at the EPG. Issued by the USACE, the announcement noted the availability of approximately 65-90 acres. The entire NMUSA complex would comprise approximately 125 acres. The USACE expected that the development would support and complement the museum. Potential uses included hotels, restaurants, retail, a conference center, parking structures and other similar uses. A further notation specified that the 295,000 SF museum complex would also accommodate 96,000 SF of exhibit space, and a 125,000 SF museum center. An Industry Forum to gather information and proposals was scheduled for the week of 23 October.¹⁰³

On 16 August, at a meeting at the Pentagon, Mr. Eastin directed that there would only be two people in DOD authorized to make decisions on BRAC at Belvoir: himself and COL Lauritzen. COL Lauritzen would therefore be able to trigger taskings for BNVP. ACSIM would retain responsibility as Contracting Officer Technical Responsibility (COTR) over BNVP.

By the third week of the month, MG John Herling (Ret), senior campaign director of the Capital Campaign for the NMUSA, suggested that the EIS process would delay the proposed opening of the museum past 2011. He also publicly raised the expected total cost of the museum to \$300M. Finally, he confirmed that the Army was exploring the possibility of entering into a joint venture with a private developer to make the museum a “visitor destination” for tourists to the NCR.¹⁰⁴

¹⁰¹ Memorandum, Geoffrey G. Prosch to the Vice Chief of Staff of the Army, 6 July 2005.

¹⁰² Timothy Dwyer, “Army Ponders Amusement Venue, Hotel at Fort Belvoir,” *The Washington Post*, 8 August 2006; Matthew Barakat, “Army rejects military theme park idea,” *The Associated Press*, 8 August 2006; see also Editorial, “War Games,” *Patriot News*, Harrisburg, PA, 12 August 2006; Editorial, “Not Amused,” *Fort Worth Star Telegram*, 12 August 2006.

¹⁰³ See website: <http://eul.army.mil>.

¹⁰⁴ Jim Tice, “Plan would make Army museum convenient for tourists,” *The Washington Post*, 21 August 2006.

THE FAIRFAX COUNTY PARKWAY

The end of August saw the attention of the public and media refocused on transportation issues. Foremost of those issues was the Fairfax County Parkway connector road. The parkway ran for a distance of 35 miles from Route 7 in the northwestern corner of Fairfax County to Route 1 in the southeastern section of the county. The first section of the highway opened in 1987. Other stretches opened nearly every year after that until 2001. By then, all but the missing two-mile section bordering the southern and western borders of EPG was complete. The parkway connector road assumed increased importance and scrutiny with the BRAC announcement and the Preferred Site Plan recommendation to place so many agencies at EPG.

Virginia Attorney General Robert F. McDonnell noted that VDOT could not take control of the property from the Army for construction of the connector road until the Environmental Protection Agency (EPA) had approved the clean-up of expended ordnance and solid waste from the EPG. County officials had already noted that finishing the parkway had become one of the most important transportation projects in Northern Virginia because of its crucial connection to Belvoir. Supervisor Hyland commented, "It is going to be a transportation disaster if that parkway is not built before BRAC is to be implemented. The Army knows it. Fairfax County knows it. The state knows it. We all know it. The money is there. The plan is there. Let's just do it."

An article which appeared in *The Washington Post* would have one believe that every variable was controlled by the Army, and that there was considerable disagreement as to who would bear responsibility for actually building the road.¹⁰⁵

It also became evident, that with the siting of so many agencies at EPG, that the original designs for the highway connector would have to be re-worked to include additional entrance/exit ramps.

THE CONGRESSIONAL HEARING

On the morning of 31 August, REP Thomas Davis (R-11th), chairman of the House Committee on Government Reform, scheduled a BRAC hearing in the cafeteria of the Rolling Valley Elementary School in Springfield. Mr. Davis' purpose was to explore the extent to which the Army had considered the dynamic impacts of BRAC movements to Fort Belvoir. Davis was joined on the dais by a fellow committee member, REP James Moran (D-8th), who described the Army plan as unrealistic. In his opening statement, Mr. Moran also remarked that 2011 posed an "insurmountable goal" to prepare the infrastructure.

The committee called Governor Timothy Kaine (D) as its first witness. Mr. Kaine pledged to work with DA on the 14 outstanding transportation projects, but appealed to Congress for

¹⁰⁵ Timothy Dwyer, "At an impasse over VA. Parkway's Missing Link, Disagreement between State, Army Delays Completion of Key Fairfax Road," *The Washington Post*, 27 August 2006; see also Ned Christenson, "Transportation reforms in the works," *Castle*, 29 June 1990, for an overview of the original Fairfax County Parkway planning.

assistance. He admitted that the Commonwealth had previously failed to do its part to accomplish transportation mitigations for Northern Virginia.

Mr. Eastin appeared as the first witness of the next panel. He repeatedly pledged that the Fairfax County Parkway connector would be completed long before 2011 (see above). He advised that he had already been coordinating with Pierce Homer, Secretary of VDOT, on options to fund and complete the road. He noted the requirement to re-design the road in view of new BRAC requirements.

Messieurs Davis and Moran tried to pin him down on the BRAC timeline. Mr. Moran extensively described the ordinary Congressional budgetary process, inferring that the Army would never be able to successfully negotiate necessary budgetary appropriations. Despite Mr. Eastin's continued assertions that the Army would successfully accomplish its mission as defined by the BRAC law, Mr. Moran described him as an "unreasonable soldier." Further testimony revealed that the Army planned to use an extensive bus shuttle system to move commuters from EPG to the Springfield-Franconia Metro station. Light rail to Belvoir was not currently in the planning. There were also no current plans to improve Route 1 through Fort Belvoir. He did advise that the South 18 Golf Course on North Post was being considered for the NMUSA as an alternative to the EPG. In reply to a question, he broke down the number of workers coming to EPG as follows:

Contractors:	15,600
Federal employees:	12,400
Total:	18,000

A succession of witnesses followed Mr. Eastin. Foremost among that group was DEL Vivian Watts (D-36th), a former VDOT secretary. She described projected future traffic problems west of I-95. Ms. Watts advised that, up to now, no one had addressed these problems. SEN Toddy Puller (D-36th VA) addressed the transportation problems plaguing Northern Virginia, and the upcoming re-convening of the General Assembly at the capital at Richmond at the end of September to find some solutions to continuing traffic dilemmas.

Finally, Supervisors Kauffman and Hyland repeated that the community's concerns were being ignored, and that the BRAC preferred siting plan was a "lose-lose" decision.¹⁰⁶

While the results of the hearing were mixed, the meeting in one setting of Federal, state, local and Army leaders, all with suitable influence and decision-making powers, served to bring all the major stakeholders together for a session of problem-sharing and the resolution of issues.

In August, Ms. Blanks directed the stand-up of a Fort Belvoir BRAC Task Force to coordinate BRAC efforts at Belvoir, and to supervise a synchronization matrix. At the time, it was not known whether the task force would be located at the DPW office or post headquarters. Ms. Blanks would serve as director, with Ms. Julie Augieri, director, Plans, Analysis and Integration

¹⁰⁶ See Editorial, "Get Real," *Mount Vernon Voice*, 7 September 2006.

Office (PAIO), as assistant. The group would formally organize in December with the addition of four new hires.

In early September, the DPW office, in cooperation with the Tetra Tech component of BNVP, continued to coordinate approaches, and estimate further costs and schedules for the clean-up of EPG.

On 6 September, REP Moran issued a press release indicating that Arlington County would receive \$876,084 in BRAC-related economic assistance from the DoD Office of Economic Adjustment (OEA) in order to ease the closure and realignment of DoD leased locations in the county. The BRAC law called for the vacating of 4M SF of office space in Northern Virginia (approximately 3.8M of which was contained in Arlington). Moran said, "Arlington County bore the brunt of last year's poorly planned BRAC decisions. I plan to work to extend the deadline for the transfer of jobs from Arlington to Fort Belvoir, so that transportation concerns around the Fort can be tackled in an appropriate manner. In the meantime, this funding is a first installment of the significant financial support Arlington must receive in order to absorb the cost of the job transfers."

Also on that day, as a former Kiwanian, Ms. Blanks spoke at the Mount Vernon Kiwanis Club, held at the Mount Vernon Country Club. Twenty-two people attended this BRAC briefing.

On the morning of 13 September, the Virginia National Defense Industrial Authority met at the Officers' Club to attend a briefing on BRAC by COL Lauritzen, followed by a tour of the installation. This advisory body was all appointed by the governor. It should be noted that Joe Reeder, of this group, first broached the subject of the Universal City Property Management proposal on the building of the NMUSA at EPG to the Army.

On the following evening, Gerry Hyland hosted a Town Hall meeting at the South County Secondary School in Lorton. COL Lauritzen spoke last and largely defused negative claims of the elected officials concerning BRAC and transportation.¹⁰⁷

COL Lauritzen conducted a briefing for Mr. James R. Schenk, a Civilian Aide to the Secretary of the Army, at post headquarters on 18 September. The briefing began with the Fort Belvoir 2006 Posture Statement, and then a notification that plans had been approved this week for the expansion of the Post Exchange (PX) and Commissary by AAFES. Mr. Sanders discussed air-quality concerns as a result of BRAC, and COL Lauritzen highlighted the upcoming meeting of the Transportation Sub-Group during the following week.

On 20 September, COL Lauritzen, Ms. Blanks and Mr. Carr attended a speaking engagement of the Hayfield Citizens Association at the Hayfield Elementary School. This event marked the 40th BRAC speaking engagement by the command group since taking command in July 2005.

¹⁰⁷ In an article entitled, "Bracing for BRAC," *Fairfax County Times*, 21 September 2006, James Cullum described a bleak forecast for local traffic conditions from local officials because of the pending arrival of 22,000 new workers in and around Fort Belvoir. Aggravating the situation was the news that little or no money existed to fund the necessary transportation improvements, and even if there was money, the fixes could not be made in time to meet the Army's 2011 relocation deadlines.

The following day marked the first meeting of the BRAC Transportation Working Group.

On 22 September, Mr. Carr and Ms. Pauline Hunter, Chief of Community Relations, attended a speaking engagement at the Greater Springfield Chamber of Commerce Economic Development Committee at the Springfield Hilton.

Governor Timothy Kaine re-convened the General Assembly in a special session on 27 September for three days to work on ending the logjam over raising revenues to fund transportation improvements, especially for Northern Virginia. This had been one of the governor's top priorities. The session ended without any agreement when Republican conservatives blocked any attempts to raise taxes. The effect this failure would have on transportation improvements as a result of BRAC remained to be seen.

On 2 October, the Congress passed the 2007 NDAA. It enabled the Federal government to push forward the Fairfax County Parkway connector road, and directed the Army to study the effects of transportation on the surrounding areas. The bill also included \$13M to build the replacement Woodlawn connector road, a sore point with the community since the original Woodlawn Road, which bisected the installation, had been closed on 11 September 2001. The DoD also received authorization to consider funding mass transit projects related to Belvoir.

Additionally, the bill required the Army to study moving BRAC jobs to the GSA warehouse area, within walking distance to the Metro at Franconia-Springfield. SEN Warner and REPs Moran and Davis took credit for adding these appropriations to the legislation. Messieurs Moran and Davis also requested that Congress look into the possibility of extending the timeline for completion of work at the EPG and Belvoir.¹⁰⁸

Two weeks later on 13 October, Governor Kaine announced that grants totaling \$10M would be available over the next two years to communities affected by BRAC's mandate to shift jobs from Crystal City to Fort Belvoir. The Virginia National Defense Industrial Authority, which worked to help communities deal with BRAC shifts, would administer this Military Strategic Response Fund. Governor Kaine remarked, "These funds will help regions and localities respond to the challenges and opportunities inherent in BRAC 2005 decisions, whether it involves an expansion, a reduction, or a transfer of military related operations and personnel." The deadline for applications was 17 November.¹⁰⁹

On 16 October, COL Lauritzen conducted a BRAC briefing at the Inter-Service Club Council Breakfast for two dozen civic and community leaders.

The annual Community Update Breakfast (CUB) was conducted at the Community Center on 17 October. COL Lauritzen noted that this was the 45th BRAC speaking engagement since taking command. He advised that, "BRAC has jumpstarted many of the transportation initiatives

¹⁰⁸ Lillian Kafka, "Bill to help ease traffic at Fort Belvoir," *Potomac News & Manassas Journal-Messenger*, 4 October 2006; Steve Hunt, "Delegation Secures \$13 Million for Road," *Mount Vernon Voice*, 5 October 2006; Amber Healy, "A Whole Lot of Nothing," *Springfield Connection*, 18 October 2006.

¹⁰⁹ David Francis, "VA. to give \$10 million in grants to communities affected by BRAC," *The Washington Examiner*, 14 October 2006.

currently pending in Northern Virginia.” He also commented that the siting of the NMUSA had become a “victim of circumstances,” as BRAC got in the way and imposed its own requirements. Due to the growth of the museum’s requirements, and the addition of the EUL facilities, the Pence Gate site had simply become too small. He did confirm that no residential development would take place on EPG.

Attendees received an update on the new 120-bed “South Campus” hospital, tentatively scheduled for construction on 75 acres on the South Post Golf Course. Cost was estimated at \$1.5B. The new “North Campus” hospital at Bethesda would contain 345 beds.

COL Lauritzen commented on the recent Davis/Moran Congressional Hearing in August which involved all levels of government in Northern Virginia and Army leadership in BRAC planning. He repeated his earlier declaration that “nothing is set in stone” until the Record of Decision is released in the summer of 2007.

Supervisor Kauffman emphasized that the GSA warehouse site must be included in the planning. He also complained that the GSA had not been addressed in recent presentations.¹¹⁰

CONCLUSION

With the annual Community Update Breakfast, the Garrison ended its FY 2006 BRAC activities on a positive note. The BNVP had hit their stride, and were continuing to communicate and coordinate with important stakeholders. Their Preferred Siting Plan had been announced to very mixed reviews.

MG Guy Swan had complimented the Garrison Commander, and noted all the hard work being done by the staff and projected new agencies to the installation.

The Board of Advisors had been organized, and continued to engage all the important members of DOD and the community.

Generally, the media remained skeptical about the Army’s ability to meet its congressionally imposed deadlines and mandates. Most community leaders opposed the siting of the NMUSA at the EPG, and continued to push for the expeditious completion of the Fairfax County Parkway, and other needed transportation initiatives.

Finally, the recent House Committee meeting on Government Reform had brought together all levels of government in the area with the expectation that they would cooperate in the wide ranging planning and coordination.

¹¹⁰ Melina Rodriguez, “Commander updates community leaders,” *Belvoir Eagle*, 19 October 2006.

Chapter Four

FISCAL YEAR 2007 RECORD OF DECISION

INTRODUCTION

In the April 2007 edition of *Army* magazine, Mr. Keith E. Eastin, Assistant Secretary of the Army (Installations & Environment), noted that over the previous year the Army had sustained a number of notable accomplishments toward BRAC, the Global Defense Posture Realignment (GDPR), the Army Modular Force (AMF), and the Grow the Army program. Under BRAC 2005, the Army planned to close 13 active installations, 378 reserve component installations and eight leased facilities. BRAC would realign 59 installations and/or functions and establish training centers of excellence, joint bases, a human resources center of excellence, and joint technical and research facilities. The active Army would maintain sufficient surge capabilities to expand to 48 maneuver brigades and handle increased production, training and operational demands now and in the future. In total, more than 150,000 Soldiers and civilian employees would relocate as BRAC was implemented over the following five years. The actions were far more extensive than the recommendations affecting Army installations in all four previous BRAC rounds combined, and were expected to create significant recurring annual savings. BRAC 2005 would enable the Army to become a more capable expeditionary force as a member of a joint team, while enhancing the well-being of Soldiers, civilians and family members living, working and training on installations.¹¹¹

Mr. Eastin later noted that the Department of the Army had budgeted \$16.5B in the BRAC 2005 program through FY 2011, more than three times the investment in previous rounds. While earlier BRAC proceedings primarily rotated Army Families into alternative existing facilities, the 2005 initiative largely involved new construction. The BRAC military construction investment in previous BRAC efforts combined was \$1.7B, compared with \$12.1B in BRAC 2005, a sevenfold increase.¹¹²

Despite impressive planning and projections, however, echoes of the past continued to manifest themselves during the period under review. Increasingly, the events of FY 2007 caused one to recall previous political and community responses. A measure of déjà vu was contained in a 1988 newspaper article entitled, “Cameron Station Gets the Ax; Shifted Workers to Bloat Belvoir.” The article quoted various elected officials who decried and criticized the decision to close Cameron Station and transfer all the workers to Fort Belvoir as a result of an earlier BRAC legislation. Cameron Station occupied 166 acres in Fairfax County and employed 5,300 workers. It was one of 86 military installations recommended to be closed to save \$5.6B over 20 years. At the time, it was estimated that closing Cameron Station (and relocating the Defense Logistics Agency) would cost \$61.7M; and save \$60.6M over 20 years. During the current period, in response to repeated complaints and disagreements, the Garrison Commander, COL Brian W. Lauritzen, was heard to repeatedly remark: “We have done this all before.”

¹¹¹ Keith E. Eastin, “Flagships of Readiness,” *Army*, Vol. 57, No. 4 (April 2007): 29-32.

¹¹² Keith E. Eastin, “Investing in the Army Family: Providing Quality of Life Befitting their Service,” *Army: 2007-2008 Greenbook*, Vol. 57, No. 10 (October 2007): 62.

Chapter 3 examined the events of FY 06, and described the organization of the Board of Advisors (BOA), the Belvoir New Vision Planners (BNVP), the Siting Plans, often vociferous community and media reactions, and the Congressional Hearing in August. It also discussed the inclusion of the National Museum of the U.S. Army (NMUSA) in BRAC planning, and the widespread transportation considerations (including the construction of the Fairfax County Parkway (FCP) connector) which assumed the forefront over all other issues. It ended with the Community Update Breakfast at the Community Center on 17 October 2006.

FIRST QUARTER

In the first quarter of FY 07, transportation and NMUSA considerations, along with the stand-up of the new Installation Management Command (IMCOM), received the most attention. The early part of October saw preparations for the annual Community Update Breakfast on 17 October. The Transportation Working Group, a sub-group which regularly reported to the Board of Advisors (BOA), met on 11 October for the second time in preparation for the back-brief at the next BOA meeting. On 16 October, COL Lauritzen attended the Inter-Service Club Council of Springfield to brief the 25 attendees on BRAC.

At their meeting on 23 October, the Fairfax County Board of Supervisors voted to request that the Federal government pay for the traffic “mess” that they expected to experience as a result of BRAC. Supervisor Gerald Hyland (Mount Vernon) remarked that off-post transportation improvements would eventually run higher than \$1B. He estimated that extending the METRO to Fort Belvoir would also be a titanic undertaking, and appeared one of the proposals least likely to come to fruition in the future, especially in light of the recent controversies concerning extending Metro to Dulles International Airport in Fairfax County. Other projects on the supervisors’ “wish list” for Federal earmarks included new bus service and transfer centers, improvements and completion of the Fairfax County Parkway, widening Route 1 through Fort Belvoir, as well as a number of interchange upgrades on state and Federal highways.¹¹³

At an additional meeting on Wednesday evening, 1 November, the Virginia Commonwealth Transportation Board (CTB) met to determine which projects should be listed on Virginia’s annual forecast of road construction. In 2006, the Virginia Department of Transportation (VDOT) had \$450M less than it did in the previous year to spend on capital projects. The projected cost to complete projects in the 2007-2012 (the prime BRAC period) plan would cost more than \$7B. VDOT only projected about \$4.3B in spending. It should be noted that the CTB had the final say in prioritization of new highways and interchanges. CTB members from across the Commonwealth normally divided up the funds appropriated by the legislature through VDOT. Mr. Pierce Homer, Secretary of VDOT, had already noted that VDOT had cut funding to urban and secondary roads by 50% since 2002. He remarked that soon VDOT would not have enough money to match Federal transportation grants which matched every state dollar with four. At the meeting, Mr. Christopher Zimmerman, chairman of the Arlington County Board of

¹¹³ William C. Flook, “Fairfax writes base realignment and closure wish list to feds,” *The Washington Examiner*, 24 October 2006.

Supervisors, warned the crowd that if traffic choked Northern Virginia any more, that businesses would be expected to relocate, thus affecting the rest of the Commonwealth.

On 24 October at a Pentagon ceremony, the Army stood up the new Installation Management Command (IMCOM), commanded by LTG Robert Wilson. BG John A. Macdonald, the previous director of the Installation Management Agency (IMA), was appointed deputy commander. LTG Wilson was “dual-hatted” as the Army’s Assistant Chief of Staff for Installation Management (ACSIM), as well as IMCOM commander. The new command combined IMA, the former Community and Family Support Center (now the Family and Morale, Welfare and Recreation Command), and the former Army Environmental Center (now the Army Environmental Command). The new command would support BRAC, Army Modular Force and Global Defense Posture Repositioning. BRAC alone counted for more than 1,200 actions that impacted the IMCOM mission. The new command was scheduled to relocate in 2010 to Fort Sam Houston, Texas, in accordance with BRAC. The deputy commanding general would relocate to Texas, while the commanding general and ACSIM functions would remain at the Pentagon. The new command would also consolidate the four IMA regions in the United States into two as required by BRAC. The Western Region was scheduled to stand up in November at Fort Sam Houston. The Eastern Region would relocate from Fort Monroe to Fort Eustis in 2010.

On 7 November, LTG Wilson extended full control over the BNVP to COL Lauritzen. On that day, the Garrison launched its comprehensive master planning process that would guide land-use strategies through 2030, and advance the Army’s goal of transforming the installation into a world-class military installation. At a kick-off meeting, COL Lauritzen remarked that the eight-month planning process would begin almost immediately with the development of a vision statement by Thanksgiving, and would conclude with the submission of a final plan in June 2007. The master plan would be developed by BNVP. Specific area development plans would include: Davison Army Airfield (DAAF), community support areas, lower North Post, medical facilities, the Town Center, 1400 Area, the industrial areas, and the 300 Area (the Night Vision Lab).¹¹⁴

ENHANCED USE LEASE

The projected Enhanced Use Lease (EUL) meeting, planned in order to stimulate fund raising, and convened by the Baltimore District, USACE, met at the Community Center at 1000 hrs. on 8 November. (See Chapter 3 for a discussion of EUL). This Industry Forum, chaired by Messieurs Robert Penn and Tom Kretzschman, was convened to seek information/ideas/views/potential as to the EUL use of the projected site of the NMUSA. Information and inquiries were requested by 8 December.

The NMUSA/EUL goals were as follows:

- Generate significant revenues in EUL rents to finance development of NMUSA

¹¹⁴ Paul J. Reagan, “Fort Belvoir launches master planning process,” *Belvoir Eagle*, 16 November 2006.

- Build optimal mixed-use facilities at EPG to enhance NMUSA as a major “tourist destination” in the National Capital Region (NCR)
- Enter into long-term or short-term leases, providing greater flexibility for facility re-use.
- Lease land/or buildings
- Receive income on leased property which can be used to fund other new construction and does not have to be invested in the leased property

Potential uses to enhance NMUSA would include:

- Hotels
- Restaurants
- Retail
- Conference Centers
- Parking

During his briefing, COL Lauritzen remarked that no residential construction would be developed. During the morning session, briefings were conducted by Messieurs Penn and Kretzschman, and Ms. Kim Marchand, managing director, Capitol Creag LLC, who also conducted a virtual tour of the installation for the audience. Mr. Penn, assistant chief of the Baltimore USACE Real Estate Division, noted that “the selection of NMUSA at the EPG was not a foregone conclusion,” but all the briefing slides and comments inferred that the EPG was the actual preferred site for the museum. He also remarked that the EPG clean-up would be completed by 2008. Construction of the NMUSA was expected to begin thereafter. Construction was expected to last 2-3 years. Attendance in the morning session proved excellent. About 50% of the audience left after lunch.

On 29 November, Capitol Creag LLC sent an email to all participants soliciting a Request for Information (RFI). RFI submission requirements were included with submission to the Baltimore District, USACE. Proposals solicited layout, and land-use recommendations, Mr. Judson Bennett, Jr., director of NMUSA, estimated that 160 acres would be available for NMUSA and EUL use.¹¹⁵

Prompted by the EUL Forum, various public officials commented on the siting of the NMUSA. Supervisor Dana Kauffman remarked that Fairfax County had already donated three gifts of \$240,000 to the museum, but “I’d rather have that money back than have the museum at EPG. Let them take it to Pennsylvania.” Chairman Gerald Connolly saw a “major security risk” posed by putting an entertainment venue and a hotel next to the projected National Geospatial-Intelligence Agency (NGA) complex and other Federal offices on EPG.¹¹⁶

By 29 November, the controversy had come to a head. On that day Mr. Eastin announced that the NMUSA would not be built on EPG, but would be constructed on the Gunston Golf

¹¹⁵ Alec MacGillis, “Army Holds Fast to Museum Plan: Facility Would Be Built Near I-95, Raising Fears of Worsening Traffic,” *The Washington Post*, 9 November 2006; also see <http://eul.army.mil/belvoirnmusa/index.htm>

¹¹⁶ James Cullum, “Supervisors decry museum location,” *Fairfax Times*, 15 November 2006.

Course on North Post, adjacent to the J.J. Kingman Road/Gate. He placed telephone calls to the local elected officials to alert them. The official media release was issued on 30 November. He announced, “After consulting extensively with our local congressional delegation, Fairfax County supervisors and other members of the public, we are persuaded that the Kingman site better supports the region’s traffic needs and the desires of our community neighbors. We do not intend to further pursue any ‘Enhanced Use Leasing’ for the museum at Belvoir.” Spokesman Paul Boyce said, “We’re going to have to look at the financing in the days to come, and look at what’s feasible and what are the best options.” BG Creighton Abrams, Jr. (Ret), Executive Director of the Army Heritage Foundation (AHF), remarked, “The best part is that we got the Army and the county working together again – working from the same sheet of music.” COL David Fabian (Ret) of AHF noted that the foundation was a 501(c)(3) nonprofit agency and had raised about \$15M to date. He predicted that within a year the AHF expected to have raised \$35M. To begin construction, the AHF would need to have collected \$100-200M. The media reported that the Army reacted to pressure from REP Moran and SEN Warner, who had previously expressed disapproval of the EUL plan, and threatened to pass legislation preventing the development. Chairman Connolly applauded the shift, remarking that, “The community appreciates that the Army is listening to us.”¹¹⁷

The Board of Advisors

On 14 November 2007, a report from the Virginia House of Delegates predicted lower tax revenues beginning for the 2008 budget. Additionally, it predicted that the Commonwealth would have to spend \$700M per year for the next 25 years to fix transportation in Northern Virginia.¹¹⁸

The next iteration of the BOA occurred on 14 November. COL Lauritzen, in his opening remarks at the meeting, noted that he intended to continue his policy of directing the BOA “externally,” rather than concentrating on issues within the DoD. Six major concerns dominated the meeting: increased traffic flow and its impact on the community, infrastructure improvements, mass transit support capabilities, external studies integration with the Virginia and Fairfax County DOTs, the installation management plan, and the support infrastructure.

Ms. Blanks, Deputy to the Garrison Commander, briefed on the workings of the Transportation Working Group. She also briefed on the BRAC Garrison Organization which included three working groups (Transportation, Facilities and Security). She noted the following BRAC progress:

- The Environmental Impact Statement (EIS) study was underway; the draft was expected by 15 February 2007.

¹¹⁷ Paul Boyce, “Army Changes Preferred Site for Museum,” Office of the Chief, Army Public Affairs, Press Release, 30 November 2006; Alec MacGillis, “Pressure Sparks Museum Site Move, Traffic Worries Push Army Back to Fort Belvoir,” *The Washington Post*, 1 December 2006; “New Call: Army Moves Museum Site,” *Army*, Vol.57, No. 1 (January 2007): 58-60.

¹¹⁸ Tim Craig, “Legislators told that Surplus won’t last; N.VA. Growth Fueled Tax Revenue Boom,” *The Washington Post*, 14 November 2006.

- BOA sub-groups had been formed, and would continue.
- A Belvoir BNVP augmentation team had been approved for 4 new hires within the Garrison staff.
- The EPG clean-up continued with additional funding.
- The BNVP had formed many technical working groups, and was working with Fairfax County/VDOT to agree on analysis.
- Projects totaling \$248M had been submitted by DA to the Eastern Federal Lands Division of FHWA for certification of eligibility. This money was to pay for 4 of 15 transportation improvements identified by BNVP.

James Curren, transportation expert for BNVP, briefed on the following topics:

- There were approximately 90,000 Federal employees in the NCR. He presented an update on transportation surveys.
- An extensive discussion was conducted on demographics of the area.
- Mr. Newton of Washington Headquarters Services commented that Belvoir growth must be looked at along with general growth in the surrounding communities. COL Lauritzen agreed, remarking that “I think we need to look at the whole picture, not just Fort Belvoir and BRAC but the other initiatives underway in the region as well.”
- On the subject of the Fairfax County Parkway completion, Mr. Curren remarked that VDOT had initiated the acquisition of Central Motors which stood in the path of construction at the intersection of I-95 and Backlick Road. VDOT, the Attorney General’s Office, the ARMY and the FHWA were working to finalize the agreements.
- The EUL primary focus was on EPG (see above).
- Mr. Curren remarked that, “We will be hard-pressed to complete the highway projects on time.” Supervisor Kauffman described the projects as, “huge unfunded mandates.” He was especially frustrated to find out how the \$248M identified by Mr. Curren would be found. COL Lauritzen answered that the “Federal entities” would have to gauge the appropriate additional funding needed to accommodate these enhancements. Curren had already broached the subject in a “bullet” that \$248M had been estimated as necessary road costs around the EPG.

Ms. Diane Devens, director of the IMCOM Northeast Region, brought up the subject of not meeting deadlines. “Back-up” plans were appropriate if deadlines could not be met. This was the first time that this subject had been discussed publicly.

Ms. Cyrena Eitler, Office of the Secretary of Defense (OSD), briefed on the Defense Economic Adjustment Program. This program was created to assist state and local governments plan and implement community adjustment and diversification programs in response to major DoD actions, including:

- BRAC
- Base Expansions
- DoD personnel reductions

- Industry constrictors/reductions
- Operation/training impacts

She described the establishment of partnerships for BRAC implementation and the keys to community success which included community lead roles, exclusivity, strong local leadership, shared local, state and Federal support, consensus planning, and coordination with on-going development efforts.

At the conclusion of the meeting, MG Guy Swan, Commanding General, Military District of Washington (MDW), congratulated the BOA on its successes, and noted the recent decision by the ACSIM to transfer authority to execute the BRAC mission at Fort Belvoir to the Garrison Commander.

The next meeting was scheduled for 28 February 2007. Agenda items included:

- EIS briefing
- NMUSA status
- Back-up plans
- Status of Congressional budgets

The media and local community leaders continued to express pessimistic and uncertain attitudes about the results of the meeting and BRAC in general. Mr. Kauffman commented negatively on the decision to place NMUSA at EPG.¹¹⁹

On 27 November, the Director of Public Works (DPW) assumed the role of Contracting Officer Technical Representative (COTR) for control of BNVP taskings.

On the following morning, a meeting was conducted at post headquarters with DA and USACE (Baltimore) representatives to ease transition of supervision of the BNVP contract from ACSIM to the Garrison Commander.

On 28 November, Ms. Blanks and Mr. Daniel O'Brien, Fort Belvoir Master Planner, conducted a briefing at the Design-Build Institute of America, National Capital Chapter annual general meeting at Maggiano's Restaurant in Tyson's Corner. The briefing included a BRAC and Fort Belvoir update.

During the month of November, the Directorate of Information Management (DOIM) continued to coordinate the information technology (IT) infrastructure needs of the installation to support the expected 17,000 new employees at the EPG. NGA and WHS were closely

¹¹⁹ Stacy Sneed, "Garrison assumes responsibility for BRAC execution," *Belvoir Eagle*, 16 November 2006; William C. Flook, "Uncertainty plagues base realignment and closure planning," *The Washington Examiner*, 15 November 2006; Alec MacGillis, "Army Seeks Funds for Part of Road Changes," *The Washington Post*, 15 November 2006; Chuck Hagee, "Getting to Belvoir- That's the Rub: The who, the how and the when remain elusive to BRAC planners," *Mount Vernon Gazette*, 16 November 2006; see also negative editorial, "Stabbed in the back," *Mount Vernon Voice*, 16 November 2006; and James Cullum, "22,000 new workers at Belvoir, \$625M needed for new transportation needs," *Alexandria Times*, 21 November 2006.

involved. The DPW continued to monitor the EPG clean-up efforts. The Garrison had already certified to DA that the FCP right-of-way was clean. The Baltimore District, USACE, stated they could construct the connector road in coordination with other interested parties including VDOT. In a previous meeting in September, the DPW advised HQ IMA and ACSIM that it would cost \$20M to clean up the remainder of the EPG.

On the evening of 14 December, Mr. Kauffman addressed a monthly meeting of the Fairfax County Federation of Civic Associations (FCFCA) at the Packard Center in Annandale, Virginia. Twenty-five people attended. He addressed the meeting on mass transit in the NCR, and the Metro Board of which he had been a member for the last 12 years. The FCFCA was founded in 1940 to represent the interests of homeowners, condominiums, community and civic associations across the county. This volunteer, nonprofit, nonpartisan organization addressed a broad range of countywide concerns in the areas of transportation, schools, the environment, land use, taxes, public safety and human services. After his address, Mr. Kauffman fielded three questions on BRAC. He commented on the lack of funds appropriated when the BRAC recommendations became law; and that a comprehensive transportation plan for EPG had not been formulated. In response to a question from Earl Flanagan, the new Fairfax County planner, he doubted whether the federation could put any pressure on the Congress in these areas. He noted one recent victory in the placement of the NMUSA at the Kingman Gate. He closed by remarking that the General Services Administration (GSA) warehouse complex in Springfield constituted prime real estate, but the Army continued to maintain that it lacked ownership, and obtaining the use of it would present too many problems.

During this week, discussion continued on the “mark-up” of Task Order #5, Implementation of Communication and Outreach Activities for BNVP, issued on 25 August 2006. This tasking order established guidelines and directives for BNVP’s communication efforts. The cost of a one-year contract was \$999,383.

On 8 January 2007, Virginia Governor Timothy Kaine (D) announced \$12.5M in grants to localities impacted by the BRAC law, including \$2.5M for traffic improvements around Fort Belvoir and \$420K for BRAC transition planning and implementation for Alexandria and Arlington County. For Fairfax County, \$1.5M was dedicated for spot transportation improvements at the installation, and the other \$1M assigned for design/land acquisition for the Telegraph Road project between Beulah Street and King’s Highway. The grant funding was appropriated by the General Assembly, and would be administered by the Virginia National Defense Industrial Authority. The funds would establish BRAC Transition Centers to address worker and business displacement, fund historic preservation efforts, and contribute to the construction of a new elementary school.¹²⁰

On the evening of 9 January, COL Lauritzen and Mr. Donald Carr, director of Public Affairs (PAO) attended a speaking engagement at the Presidential Hill Homeowners Association on the northwest corner of the EPG. Attendees were concerned with changes at the EPG and the status of the Fairfax County Parkway. Most of the 25 attendees were not aware that the

¹²⁰ Staff report, “State Awards BRAC Grants,” *Mount Vernon Voice*, 11 January 2007.

NMUSA Preferred Site location had been changed to the Kingman Gate site. The Garrison Commander noted that the current planning did not call for deviation from the 2004 design of the FCP connector. BNVP did not believe that a 6-lane parkway was needed, while VDOT was insistent that the connector must be expanded to six lanes.

Belvoir New Vision Planners

With offices at 200 Daingerfield Road in Alexandria, Virginia, the BNVP was a corporate partnership among two main, and 17 companies; contracted to provide master planning and integration for BRAC at Fort Belvoir. BNVP's primary mission was to develop a visionary "Urban Federal Center of Excellence." Its secondary goal was to provide the full range of planning, conceptual design, and program integration services to the USACE and its client customers. Additionally, BNVP recognized the need to efficiently manage all the significant resources by 15 September 2011 without the loss of continuity of operations. Thirdly, they contracted to jointly resolve community acceptance and infrastructure issues that this fast-start, fast-track mega-development project faced in the high profile, politically-charged Northern Virginia environment.

The large-scale developments, cost, and size of BRAC at Belvoir had convinced ACSIM that an expert, outside integrator was necessary. In this respect, Belvoir maintained a unique distinction among installations affected by BRAC.

BNVP incorporated experts in virtually every aspect of master planning. Over 1,000 staff members could be called upon for expertise. Many of the BNVP team had previous experience with Belvoir stakeholders and tenant organizations. They had previously collectively planned and designed at least \$1T of similar-sized "signature" mega-projects. The BNVP website could be accessed at: www.belvoirnewvision.com.

Main firms: Post, Buckley, Schuh & Jernigan, Inc. (PBS&J) previously received three exceptional service awards from the U.S. Army Corps of Engineers. When selected, it was performing a similar program management/integration contract for the USACE for \$7.8B. The firm was founded in 1959. During the 1970s, the firm began to expand beyond its South Florida base. As of writing, the firm had 3,900 employees, and more than 75 offices throughout the U.S. and abroad.

Skidmore Owings & Merrill, LLP (SOM) Based in the District of Columbia and Chicago, SOM was the only firm to receive the noted American Institute of Architects (AIA) "Firm of the Year" award twice. Its 50+ staff had won numerous AIA Design Honor awards.

Tetra Tech, Inc., based in Atlanta, was contracted to provide assistance for BRAC at various military installations on the east coast. It aggressively assisted the DPW and USACE with the EIS.

Vanasse Hangen Brustlin, Inc., of Vienna, Va., was contracted for transportation planning. Dewberry, of Fairfax, Va., was retained for program integration.

BearingPoint, Inc., engaged in working with DoD on program integration, assessing risks and mitigating factors.

McGuire Woods Consulting (Public Affairs Solutions), in McLean, Virginia, handled political outreach.

Travesky & Associates Ltd. of Fairfax, Virginia was retained for strategic communications. It was sub-contracted from McGuire Woods.

Staubach Associates normally handled capital investment alternatives issues.

The two main executives for BNVP were Ken Kost and Ed Feiner. Mr. Kost, of PBS&J, offered 29 years of proven experience for USACE, USCG, USN, USAF and the Veterans' Administration. He personally managed billions of facility planning dollars. His expertise was in contract task delegation and stakeholder facilitation. He also led the Fort Belvoir master planning and the Fort Bliss Army Modular Force Transformation. He held a B.S. in Environmental Science; a Bachelor's degree in Landscape Architecture, and was a Registered Landscape Architect.

Ed Feiner served as the District of Columbia office director for SOM. His Federal career spanned 33 years, and he worked for GSA for nine years as chief architect. He was recognized worldwide for his program management of Federal facility design and construction, totaling \$10.5B. He had been extensively involved in the re-development of the Washington Navy Yard, the SE Federal Center, and the surrounding neighborhoods – a great urban transformation project.

A Belvoir Executive Integration Team (BEIT) was formed to serve as an executive management oversight team. It would continue to oversee overall integration progress; joint decision-making; and address outstanding concerns related to all component projects. BNVP Stakeholder Liaisons and Issue Coordinators were required to provide the BEIT information as a regular basis.

SECOND QUARTER

On 17 January 2007, a meeting was conducted in the command conference room at post headquarters in order to brief the command group and key individuals on the NEPA Support Team (NST) and EIS progress. Ms. Sue Holtham, Deputy BRAC NST leader for the USACE, and Mr. Jeff Moran of Tetra Tech, Inc., chaired the meeting.

Formed in 1999, the NST provided technical information and oversight of the Army BRAC NEPA program. Similar functions were performed for the 1991, 1993 and 1995 BRAC rounds. ACSIM had requested NST support for the BRAC 05 NEPA program. Centered in the Mobile District USACE, NST contracted for and oversaw the preparation of all Army BRAC 05 NEPA documentation, and NEPA analysis as required. It also formulated NEPA execution schedules. Ms. Holtham advised that the BRAC EIS was on an extremely fast-tracked schedule for completion of the EIS by the projected Record of Decision (ROD) date of 25 July 2007.

On 22 January, the command group initiated a scheduled “kick-off” of the new weekly “Battle Rhythm” meetings on Monday of each week. Attendees would include the command group as well as key BRAC Implementation Team Points of Contacts (BITPOCs).

EIS Public Meeting

At 1900 hrs. on 24 January, the garrison hosted the scheduled EIS Public Meeting at the Springfield Hilton Hotel. About 250 people attended. The Open House was similar to a Scoping Meeting, and this gathering attempted to update participants on developments since June.

A series of boards on easels outlined the evening’s subjects for review by the public: BRAC Action/Land-Use Update, Transportation, Cumulative Impacts and Natural/Cultural Resources. Five Conceptual Development Strategies were also highlighted. It was also noted that the NMUSA formed a “cumulative impact,” and would be addressed later.

An announcement advised that the Draft EIS was scheduled for release on 22 February. Notice of availability would appear in the Federal Register, along with public notices in local newspapers and the media. A 45-day review period would follow thereafter. An additional public meeting had been scheduled for the week of 19 March for public comment. No questions would be entertained. The Final EIS was scheduled for release on 15 June, to be followed by a 30-day minimum review period. Once signed by LTG Wilson, the ROD would not include a review period. After approval, action could proceed, and the ROD would become a legally enforceable document. The Army could then seek funding for its operations.

Available for distribution at the meeting was a new tri-fold brochure, produced by BNVP. Media coverage of the meeting concentrated on environmental and transportation issues.¹²¹

Planning Alternatives Evaluated by EIS

Alternative	Description	Rationale
Preferred	Hybrid of Town Center, City Center, and Satellite Campuses. Locates National Geospatial- Intelligence Agency and the Washington Headquarters Services on the Engineer Proving Ground and the DeWitt Army Community Hospital on South Post.	<ul style="list-style-type: none"> • Disperses Traffic • Provides economic development opportunities in Springfield and on Route 1 • Provides employment amenities • Utilizes some infrastructure • Affords best aspects of other alternatives

¹²¹ Steve Hunt, “What About Route 1? Corridor Improvements Missing from Army Plan,” *Mount Vernon Voice*, 1 February 2007; Chuck Hagee, “BRAC and Environment – How? What? When?” *Mount Vernon Gazette*, 1 February 2007. See also *Belvoir Eagle*, 1 February 2007, for a discussion of the table/chart on Planning Alternatives Evaluated by the EIS (see pages 12-13).

Town Center	Concentrates development of new buildings and facilities on North and South Post locations adjacent to U.S. Route 1.	<ul style="list-style-type: none"> • Utilizes existing infrastructure; • Helps to revitalize and create greater sense of community at Fort Belvoir; • Provides more employee amenities; • Advances U.S. Route 1 revitalization.
City Center	Concentrates development at the EPG; utilizes land currently held by General Services Administration at Springfield for development of new facilities.	<ul style="list-style-type: none"> • Enjoys closer proximity to Springfield Metro and I-95; • Complements revitalization of downtown Springfield; • Provides more employee amenities.
Satellite Campuses	Disperses development to different sites, including North and South Post; Davison Airfield or EPG, as well as GSA site.	<ul style="list-style-type: none"> • Disperses traffic; • Provides economic development opportunities in Springfield and on U.S. Route 1.
No Action	Represents what would occur if Army does not adopt a new land use plan for implementing BRAC.	<ul style="list-style-type: none"> • Serves as a benchmark against which to evaluate potential effects of proposed alternatives. • Requires congressional legislation to implement.

On 29 January, Congress passed a continuing resolution to deny half of the funds that the Pentagon needed to meet its BRAC commitments, potentially preventing the military from completing the process by 2011, as required by law. Congress's decision would deny the Pentagon more than \$3B of the \$5.8B originally authorized in 2005 for BRAC. That decision would also affect rotation of troops in and out of Iraq and Afghanistan, the building of new brigades, and the re-stationing of troops in the U.S. from Germany and Korea. Money could

be regained in the upcoming emergency supplemental appropriations, but was unlikely to total the full amount.¹²²

An article, appearing that week in the *Belvoir Eagle*, noted that three contracted companies had been working hard to identify the extent of clean-up required at EPG. Tetra Tech, Inc., Tidewater, Inc., and Conti Environmental Infrastructure had been identified. Another company, Zapata Engineering, had been hired to complete the actual range clean-up.¹²³

On 3 February, the command group and directorate staff attended the annual Mount Vernon Town Hall meeting at Mount Vernon High School. District Supervisor Gerald Hyland commented on the recent Congressional decision to cut appropriations, leading to a \$1.3B shortfall.

REP Thomas Davis (R-11th District) described it as a \$3B shortfall, and thereby remarked that the Army's 2011 BRAC deadline was not reachable. He spoke extensively about the GSA site and its suitability for inclusion in the BRAC plan.

Supervisor Kauffman commented on the Woodlawn Road connector. He predicted completion by October 2010. He touched on the recent VDOT/Army controversy revolving around responsibility for construction of the Fairfax County Parkway connector.

In his remarks, COL Lauritzen advised of the estimated total cost of BRAC at Fort Belvoir as \$4B+. He described BRAC as a "massive shell game" around the nation. He had received a barrage of emails, cards and letters concerning the planned closure of the South-9 Golf Course and construction of the new hospital. He also advised that almost 6,000 tons of "spoil" had already been removed from the EPG as part of the clean-up. That cost amounted to \$16M. He expected the EPG clean-up to be completed by March. He spoke about the Woodlawn Connector road, but remarked that the source of the required \$17M had still not been identified.

During the meeting, the Woodlawn Little League Ball fields were officially transferred in a short ceremony to the Fairfax County Park Authority. COL Lauritzen handed over the transfer deed to the Mount Vernon Park Authority representative Gil McCutcheon and Fairfax County Parks Authority director Mike Kane.

On the morning of 5 February, the command group and PAO staff members attended a breakfast meeting with representatives of the various area Chambers of Commerce (Mount Vernon-Lee, Springfield and Fairfax) at the North Post Golf Course Club House. COL Lauritzen remarked that 183 cumulative projects including BRAC were under planning or consideration at that time. He also noted that Mr. Tom Fahrney had recently been designated the official VDOT BRAC coordinator. He noted that, "The Chambers of Commerce can help cut through bureaucracies." Replying to recent calls to extend the 2011 deadlines, he predicted a "domino effect" if any of the deadlines cannot be met (see below).

¹²² Roxanna Tiron, "Pentagon is stunned by \$3 billion cut," *The Hill*, 31 January 2007.

¹²³ Melina Rodriguez, "Belvoir prepares EPG for construction," *Belvoir Eagle*, 1 February 2007.

A very positive vote of confidence was extended by the business leaders who looked upon BRAC as a potential boon to the area, and a very great economic opportunity. They did propose that the Army mount a major BRAC outreach effort to tell the Army BRAC story to the community.

At the semi-monthly meeting later that day of the Fairfax County Board of Supervisors, a motion was passed, proposed by Chairman Connolly and seconded by Messieurs Hyland, Kauffman and McConnell, to prepare a letter to COL Lauritzen requesting that the Army extend the public period to 60-90 days which would give reviewers enough time to review and analyze the Draft EIS and comment sufficiently. The motion claimed that the 45-day review period was insufficient.

In reference to the Fairfax County Parkway connector, the supervisors expressed frustration over the failure of VDOT and the Army to reach an agreement on clean-up of EPG and construction of the connector road. Mr. Connolly described this dispute as “dithering.” He requested that the board reaffirm its position calling upon the Army to begin construction immediately. It was noted that the Virginia Department of Environmental Quality had sent a letter to Mr. Sanders of DPW requesting an extension of the EIS review period to 60 days.¹²⁴

During the period 5-7 February, hospital designers met at the Community Center to discuss the new hospital site and design alternatives. Agencies represented included: the TRICARE Management Agency, the Health Facilities Planning Agency, the USACE, and command representatives from DeWitt Hospital and Fort Belvoir. Three designs were presented by the engineering firm of HDR-Dewberry. The selection of Concept B, incorporating aspects of the other two designs, received a consensus. MG George J. Weightman, Commanding General, North Atlantic Regional Command, received an overview of each design.¹²⁵

During the week of 8 February, Virginia Congressional Delegation (CODEL) lawmakers continued to pressure Federal officials to consider alternatives to the BRAC plan to move 21,000 people to Fort Belvoir by 2011. Lawmakers hoped to push back the deadline for the realignment process by at least two years.¹²⁶

In an exchange between Mess. James Curren of BNVP and Thomas Fahrney of VDOT, it was noted that George Mason University had completed a demographic survey in 2004, prior to BRAC, which indicated that a relocation of residents to Prince William County and the south would not change projected demographics of current residents of most WHS and NGA employees around Tyson’s Corner. Mr. Curren noted that, “BRAC will have little impact on school populations other than what would normally occur, BRAC or no BRAC.” The big intangible would be new personnel coming to the transferring agencies between now and 2011. Normal personnel turnover for both the public and private sector had always been 15%.

¹²⁴ Steve Hunt, “Board to Army, Finish Road; Supervisors Seek Commitment from Army to Finish Parkway,” *Mount Vernon Voice*, 8 February 2007.

¹²⁵ Jan Clark, “New hospital designers make plans for future,” *Belvoir Eagle*, 22 February 2007.

¹²⁶ Chris L. Jenkins, “Officials Lobby for Base Plan Changes; New Fort Belvoir Deadline Sought,” *The Washington Post*, 8 February 2007.

Based on that assumption, a 15% turnover per year, officials could expect an estimated 75% change in the present employees by the BRAC deadline. Mr. Fahrney remarked that if Mr. Curren was correct, that would greatly increase traffic on I-95, and cause even greater back-ups than were experienced at that time. He was also concerned about exit ramps off I-95 that would cause even more back-ups.¹²⁷

On 23 February, the Draft EIS was delivered to the Federal Register. Publication followed on 2 March.

During February, COL Lauritzen attended 15 BRAC-related engagements over ten days which included nine Pentagon meetings/briefings from ACSIM to the Secretary of the Army (SECARMY). He had noted that garrison employees were often so preoccupied with BRAC requirements that they often could not perform their normal Garrison duties.

It was announced this week that the U.S. Army Nuclear and Chemical Agency (USANCA) was scheduled to move from the EPG to Building 238 on South Post, currently occupied by the Thrift Shop. The total cost of design and renovation was estimated at \$3.3M. The Thrift Shop had been located at Building 238 since 1997, and was scheduled to re-locate at the end of August.¹²⁸

In late February, the garrison hired Mr. John Malcolm Atkins as BRAC Operations Manager to work under the Plans, Analysis and Integration Office (PAIO). Two other workers were expected to be hired; one to work for Mr. Daniel O'Brien, the Garrison Master Planner, and the second to work for the Environmental Office, both in DPW. Their mission was to coordinate and manage BRAC. They would produce an SOP-type handbook, Method of Instruction (MOI), or Operations Order (OPORD) for future BRAC missions. Mr. Atkins attended an extensive briefing with Ms. Blanks on 2 April to prepare him for his duties.

On 1 March, COL Lauritzen and Mr. Eastin were scheduled to brief the Virginia CODEL on the DEIS. Publication in the Federal Register was scheduled for the following day. The meeting was held in the Russell Building. The entire VA CODEL, with their key staffs, attended, except for SEN James Webb (D). The one-hour meeting addressed the following points:

- The status of Walter Reed Army Medical Center (WRAMC), and the new hospital at Fort Belvoir, was questioned in light of the recent media attention about conditions there. A later article reported that a House of Representatives measure to keep WRAMC open would undo plans for the Fort Belvoir hospital. Representatives in Maryland and Virginia were re-examining plans to close the hospital in wake of the scandal involving the neglect of wounded soldiers undergoing out-patient care. The measure was carried in a massive military spending bill that passed the House Appropriation Committee on 15 March, and was expected to reach the House floor.¹²⁹

¹²⁷ Chuck Hagee, "BRAC: Where Are They Coming From? VDOT worries that I-95 back ups could get worse," *Mount Vernon Voice*, 22 February 2007.

¹²⁸ DPTMS, "Significant Activity Report, 1-28 February 2007," email, 1, 8; Melina Rodriguez, "Thrift Shop to serve community in new location," *Belvoir Eagle*, 8 March 2007.

¹²⁹ William C. Flook, "Fort Belvoir hospital expansion in limbo," *The Washington Examiner*, 20 March 2007.

- Mr. Eastin spent considerable time addressing the bureaucratic nature of VDOT’s participation in the Fairfax County Parkway controversy. As a result, the Virginia CODEL (Warner, Webb, Moran and Davis) sent a letter that day to Governor Kaine noting that they were concerned that five months had passed since enactment of the National Defense Authorization Act of 2007 that authorized DA to design and construct the remaining segment of the parkway on behalf of the Commonwealth, using funds provided by the Commonwealth. Help was offered, “...if issues have arisen which may be hampering progress.”
- COL Lauritzen briefed on military housing on post. He remarked that there was never an intention to provide a home for each service member. The total of 2070 homes will be the same number as existed in 2003.
- REPs Moran and Davis reiterated their intention to annex the GSA site as part of Fort Belvoir in an effort to provide that location as a site for WHS.
- Some discussion was conducted on the DEIS, but it was largely limited to transportation mitigations, and some discussion on air quality.¹³⁰

The Draft Environmental Impact Statement

On 2 March, the U.S. Environmental Protection Agency published the Draft EIS in the Federal Register. It was noted that the review period had been extended to 60 days.

Recommendations contained in the EIS called for a total of 23,324 personnel, military and civilian from six major groups, (including 292 from the Missile Defense Agency (MDA), to be transferred to Fort Belvoir by 2011. Other features included:

- **Transportation:** “The BRAC action would be expected to have significant effects on the transportation system, regardless of the land use alternative selected.” By choosing EPG, needed transportation improvements can largely be constructed without interfering with existing traffic. Constructing the Fairfax County Parkway connector would be accomplished with minimal effect of existing traffic. Both the NMUSA and the new hospital are anticipated to have a major impact on traffic flow. Due to the nature of their operations, that operational flow is expected to be disbursed over a 24-hour period. The Preferred Alternative plan would cost \$458M to complete.
- **Air Quality:** None of the alternatives were expected to interfere with the region’s ability to attain “National Ambient Air Quality (NAAQ)” standards, or contribute to any new violations of NAAQs.
- **Noise:** Minor increases in noise would not be expected to contribute to a violation of any Federal or local regulations.

¹³⁰ COL Brian Lauritzen, “EXSUM regarding Hill visit,” email to MG Swan, Ms. Devens, *et al*, 1 March 2007.

- **Water Resources:** Effects on water resources would relate to storm water run-off associated with pollutants from land distribution activities and an increase in impervious surfaces due to development.
- **Topographic, Geologic, Soils:** Negligible impacts were expected.
- **Cumulative Impacts:** Besides the 20 major BRAC projects, there will be another 32 non-BRAC projects.
- **Socioeconomic:** BRAC was expected to have “minor” beneficial economic affects. However, “On-post facilities would be inadequate to accommodate the incoming BRAC workforce. Additional infrastructure would be necessary.”
- **Utilities:** EPG would require expansion of the publicly owned infrastructure as well as to some of the utility-owned infrastructure.
- **Population:** The population increase would be minor relative to projected population growth. Over time, services would adapt to the demands of the increased population base, funded by tax revenue.¹³¹

Public reaction was swift. Articles in local newspapers concentrated on estimated transportation costs for mitigation which were estimated at \$458M – all currently unfunded. Local leaders were skeptical of that amount. Mr. Connolly remarked that, “The proving ground is...isolated. They can’t even get a bulldozer in there.”¹³²

The Sixth BOA

The sixth meeting of the Board of Advisors convened at the Officers’ Club at 1330 hrs. on 7 March. A notable change from previous meetings was the absence of acrimonious debate. COL Lauritzen presented a BRAC update in his opening remarks which included information on the new NMUSA location, and the new hospital location on the South-9 Golf Course. He described the upcoming personnel changes within BRAC as a “massive shell-game.” Furthermore, he also described previous historical periods at Belvoir when huge construction projects were undertaken. He spent considerable amounts of time discussing transportation issues, noting that it will be extremely difficult to predict where people will be living in five years. He also noted the pending appointment of a Transportation Management Coordinator at the garrison level.

An extended discussion of the DEIS touched on noise, air, ground, and water considerations, and the EPG clean-up. As to Cumulative Impacts, he noted that there were 180+ projects in the region around the installation. Undertakings in the Master Plan included the NMUSA, and an

¹³¹ U.S. Army Corps of Engineers, Mobile District, *Draft Environmental Impact Statement for Implementation of 2005 Base Realignment and Closure (BRAC) Recommendations and Related Army Actions at Fort Belvoir, Virginia* (March 2007), Executive Impact Statement, ES-7, ES-9, ES-15; Melina Rodriguez, “Moving Forward; Army releases BRAC planning document for public review,” *Belvoir Eagle*, 8 March 2007; see also Chuck Hagee, “BRAC’s Impact Report Released: Two wild cards include money for transportation and GSA warehouses,” *Mount Vernon Gazette*, 8 March 2007.

¹³² Frederick Kunkle, “Belvoir Roadwork Estimate Released,” *The Washington Post*, 3 March 2007; William C. Flook, “Army calculates BRAC fixes,” *The Washington Examiner*, 3 March 2007; Kristen Chick, “Army cites need for major road fixes,” *The Washington Times*, 3 March 2007.

expanded PX and Commissary which were being enlarged exclusive of BRAC. BNVP expected to complete the new Master Plan by September.

Considerable discussion was devoted to the Fairfax County Parkway connector road. Ms. McConnell wanted to know about the construction hold-ups. Mr. Homer described an operational analysis that predicted a daily 5-mile back-up on I-95 if current access plans were not adjusted and updated. He also recommended a detailed NEPA study on this project. He reiterated that the 2007 NDAA indicated that the Army would build it – VDOT must pay. Most agreed that the FHWA should be the executive agent.

Mr. Kauffman discussed the GSA (69.5 acres) site. He noted that the warehouse was the largest wooden-truss building east of the Mississippi River. COL Lauritzen stated that the GSA Feasibility Study, required by the NDAA, was due 180 days after enactment of that law. The SECARMY was scheduled to submit a report on costs/benefits of utilizing the GSA by the Army.

Mr. Kauffman asked Mr. Newton about the size of the WHS contingent coming to EPG in light of reports that WHS was considering moving some of those employees to the Pentagon. Mr. Newton advised that the “numbers are still being examined.”¹³³

COL Lauritzen addressed the status of the NMUSA, and advised that a separate NEPA study was ongoing. In reference to the western portion of the EPG, the Garrison Commander noted there will be a remote parking site there for visitors. Mr. David Farace (NGA) and Mr. Newton indicated that most visitors could be accommodated within their own areas.

Ms. Sandy Luff, an aide to SEN John Warner, noted that \$3.1B had been removed from the BRAC appropriations (see above). However, she predicted that supplemental appropriations would restore that sum before the Congressional recess in April.

COL Lauritzen addressed “back-up plans” in the event that deadlines could not be met. Some aspects under consideration included:

- Telecommuting
- Transport hubs
- Temporary structures
- Extended leases
- More incoming personnel to main post

¹³³ This matter continued to be a subject of conjecture. On 29 March 2007, an article appeared in the *Belvoir Eagle*, entitled, “Shift of WHS personnel to Pentagon unlikely under BRAC.” Bob Bauer, program director for WHS/BRAC, noted that the Pentagon just could not accommodate 5,000 more people. Planning purpose numbers for employees coming to Belvoir from WHS was 9,262.

The next BOA meeting would include the following agenda items:

- ROD considerations
- Master Planning update
- Transportation funding
- Next meeting in July after the ROD

During the week of 21 March, Messieurs Hyland and Kauffman reported that the WHS was considering moving a portion of its personnel to the Pentagon rather than to Fort Belvoir under BRAC. Reports on local radio news reports quoted Mr. Hyland as favoring this move since he did not believe that the Army would be ready to receive the influx of new employees at the installation.¹³⁴

That week, SEN Warner introduced a measure to appropriate more funds to accelerate the enlargement of Bethesda hospital and the new Belvoir hospital facilities prior to the deadline of 2011. On Tuesday, 20 March, he also sent a letter to the Senate Appropriations Committee advising that any movement to remove any installation from the BRAC list would “lead to the eventual collapse of the BRAC process that we have adopted for 20 years as the most fair and impartial method for the closure of military installations.” Instead, he urged the Senate to approve \$123M in funding for construction of hospital facilities at both locations.¹³⁵

On 28 March, COL Lauritzen and Mr. Carr attended a meeting of the Mount Vernon Council of Citizens’ Association at Walt Whitman High School. Approximately 65 people attended this evening event. Co-chairman Dan Buryea commended COL Lauritzen for his outreach efforts. He took seven questions, mainly about the new hospital.¹³⁶

During this week, ACSIM approved the siting of the NMUSA Support Facility at the Tracey Loop industrial area rather than at the previously proposed site at Pence Gate. The MDA had also identified the site for a new headquarters command center at the P-1 Field north of the Long Parade Field. The facility would cost \$24M. The MDA agreed to fund replacement of the baseball fields at an alternate location, and also later to construct their new buildings in Colonial Revival style to match those 1930s permanent, brick buildings in the historic district.

BNVP published Issue No. 1 of its newsletter to update the community on BRAC developments. It covered publication of the DEIS, the Notice of Public Hearing on 17 April, leadership as a key to BRAC success, the Master Plan land use, transportation issues, the NMUSA siting, EIS Alternative Siting Plans, and public outreach. The public were invited to participate, comment and provide input at the Public Meeting. A color map also showed the BRAC Preferred Alternative plan.

¹³⁴ William C. Flook, “Possible Agency Shift could alter Belvoir planning,” *The Washington Examiner*, 21 March 2007.

¹³⁵ Steve Vogel, “Efforts to Keep Facility Open Are Opposed,” *The Washington Post*, 23 March 2007; Staff Report, “BRACish logic,” *The Washington Post*, 22 March 2007.

¹³⁶ Melina Rodriguez, “Commander updates area citizens on BRAC plans,” *Belvoir Eagle*, 5 April 2007.

THIRD QUARTER

On 3 April, Ms. Blanks and Mr. Carr were scheduled to address the Mount Vernon Council of Citizens Environmental Committee.

An article, which appeared in the *Belvoir Eagle* on 5 April, described the planning for the new hospital. As part of an integrated health-care network, the South-9 Golf Course had been designated as the preferred site by the DEIS. The USACE and the Health Facilities Planning Agency assumed the main responsibility for planning. Two parking garages, accommodating 2,600 vehicles, as well as a helipad, would serve the new facility. The three-level hospital would include a 10-bed intensive care unit, a 10-bed behavioral health inpatient unit, a cancer center, an emergency center, a pharmacy, an operative services center with 10 operating rooms, diagnostic centers, food service and a chapel. According to Dr. Richard Repeta, the new hospital was expected to service 225,000 beneficiaries. Combat casualties would not be treated at this facility.

On 5 April, a letter was sent by MG Kathleen M. Gainey, commanding the Surface Deployment and Distribution Command (SDDC), to the Hon. J. Richard Capka, administrator of the Federal Highway Administration. It noted that in accordance with the provisions of Title 23, USC, Section 210, five roads in the EPG area had been certified as important to national defense:

- The access road at the intersection of the Franconia-Springfield Parkway and Neuman Road (0.6 mil)
- The access road from the flyover ramp on the southbound I-95 to Backlick Road (0.3 mile)
- The access road beginning at the flyover ramp on northbound I-95 HOV lanes to northbound I-95 just north of the interchange with the Fairfax County Parkway (0.3 mile)
- The access road at the exit ramp connecting southbound I-95 to westbound Fairfax County Parkway (1.0 mile)
- The access road beginning at the intersection of Backlick Road and Barta Road at the existing entrance to the EPG, then proceeding westwardly to the EPG loop (0.1 mile)

The projects had a “defense material rating” of “3.” This certification was made with the understanding that maintenance of the access roads would be the responsibility of the owning highway authorities.

On 12 April, Ms. Julie Augieri, director of the Plans, Analysis and Integration Office (PAIO), authored an article in the *Belvoir Eagle* that detailed the work being done by garrison employees to prepare the installation infrastructure, and especially the work of the Transportation Working Group. The Security Working Group had been working on security issues for the EPG master planning working groups which had already participated in charrette development. They

¹³⁷ Staff Report, “Medical care expands under BRAC,” *Belvoir Eagle*, 5 April 2007.

worked to insure that incoming tenants would be integrated into force protection plans. Budget planning, synchronization and response to BRAC-related data calls continued to occupy an increasing amount of time for the staff, even as they “seamlessly execute daily service delivery.”¹³⁸

The Army published a report entitled, “Adaptive Re-Use Study for GSA Warehouse; Springfield, Virginia,” on 15 April. The study had been eagerly awaited by many local officials. It identified three strategies for utilization of the site:

- Limited Development Strategy: would accommodate up to 3,000 employees, and would take 4.5 years to develop and cost \$298M
- Moderate Development Strategy: would support 5,000 employees, would take 5.5 years and cost \$640M
- Maximum Development Strategy: would accommodate 9,000 employees, and would take 6.5 years and cost \$949M

Note: The cost analysis for developing the GSA site in the summary matrix section did not reflect area-wide regional road improvements.¹³⁹

On 17 April, the scheduled EIS Public Meeting was conducted at Mount Vernon High School at 1900 hrs. Various exhibits and displays framed the front entrance hallway of the school. The school auditorium was approximately two-thirds full. The Garrison Commander, Deputy to the Garrison Commander and the Command Sergeant Major formed the panel. Welcoming remarks by Mr. Don Carr noted that the public comment period would end on 1 May, the end of the 60-day period. It was also noted that a copy of the transcript of the meeting would be available on the website.

COL Lauritzen’s opening remarks emphasized that, “We have one chance to get this right.” Seven government officials, including Messieurs Homer, Moran, Hyland, and Kauffman, plus Ms. Watts, or staff members (Mr. Paul Reagan for SEN Webb, Mr. William Womack for REP Davis) addressed the group.

Mr. Homer emphasized the following:

- The expansion of the I-95 lanes will begin later this year.
- The Fairfax County Parkway connector road had serious design issues. He remarked that unfunded projects would cause major delays and severe congestion. The EIS should include all infrastructure improvements, and the ROD should not be signed until all improvements were funded. Long-term improvements (20-30 years) should also be considered. Serious consideration should also be given to the GSA site.

Mr. Moran and Ms. Watts predicted that the leased space in Arlington/Alexandria would not be filled once spaces were vacated. Mess. Moran and Davis again reiterated that the BRAC deadlines could not be met. Both congressmen reminded the audience that they had voted against

¹³⁸ Julie Augieri, “Staff plans for service increase under BRAC,” *Belvoir Eagle*, 12 April 2007.

¹³⁹ William C. Flook, “Study: Job shift to GSA would be costly, take years,” *The Washington Examiner*, 17 April 2007

the BRAC recommendations. Most of the government officials present strongly recommended the use of the GSA site.

Sixteen private citizens addressed the panel. Most remarked that the DEIS was inadequate. Their concerns included:

- Property values
- Environmental issues
- Lack of concern for local communities
- New land use designations were inadequate. (Previous land-use categories were reduced from 12 to 7. Land use standards would still remain in effect.)
- The DEIS did not address contractors.
- Attention paid to cultural resources/historical sites was deficient.
- The DEIS did not address rail transportation.¹⁴⁰

On 19 April, the Chambers of Commerce of Mount Vernon/Lee, Greater Springfield and Fairfax hosted the South County Project luncheon at the Community Center. The project's purpose was to engage the business community in the decisions that affected BRAC in order to advance the re-development of the South County area. Mr. William Lecos of the Fairfax Chamber of Commerce chaired the meeting. COL Lauritzen presented a 45-minute briefing on BRAC. This speaking engagement represented the command group's 64th such appearance since taking command of the garrison.

The School Children Controversy

On 27 April, Superintendent Dr. Jack D. Dale of the Fairfax County Public Schools (FCPS) sent a letter to COL Lauritzen noting that the agency did not agree with the DEIS statement which maintained that the anticipated increase in the student population as a result of BRAC would be minimal, especially when the largest proportion would be elementary students. Dr. Dale predicted a significant capacity deficit at the elementary school level in Fairfax County. Based on the additional school-aged population projections provided in the DEIS (see below), and assuming that all would attend public schools, FCPS expected to absorb an influx of 3,258 new students. The adjusted facility cost of two additional middle, and 1.95 elementary school facilities was expected to be \$77.1M. The current facilities planning and Capital Improvement Budget (CIB) did not provide for the additional capacity to accommodate the impact of BRAC on the schools. This letter prompted a 3 August meeting with the Garrison Commander and Tetra Tech analysts. A follow-up meeting occurred on 22 August between the FCPS planners and the Garrison analysts.

During this period, local media reported that any money dispensed by DoD for the heavily impacted schools would fall far short of school facility requirements that were likely to be affected by BRAC.¹⁴¹

¹⁴⁰ Melina Rodriguez, "Public comments on BRAC document," *Belvoir Eagle*, 19 April 2007.

¹⁴¹ Maria Glod, "Army Plan Has Fairfax County Bracing for 3,200 New Students," *The Washington Post*, 3 May 2007.

School officials based their projections on the table appearing below in Section 4. What had not received much general attention was the later statement in Section 5 (page 5-20) that 14,500 employees were expected to re-locate from the NCR as a result of the overall BRAC plan; and that 12,700 school children would accompany them.

Estimated Redistribution of Children (Table 4.10-13)

District	Location	Number of Children Redistributed by Location	Nursery of Preschool Age	Elementary School	Middle School	High School
A	Arlington/ Alexandria	410	103	103	103	103
B	Loudoun County	290	73	73	73	73
	No. Fairfax County	430	108	108	108	108
C	So. Fairfax County	3,910	978	978	978	978
D	Prince William County	2,365	591	591	591	591
E	Near South Counties	925	231	231	231	231
F	Remainder of VA	720	180	180	180	180
G	D.C.	105	26	26	26	26
H	Prince George's County	515	129	129	129	129
I	Montgomery County	105	26	26	26	26
J	Remainder of Maryland	410	103	103	103	103
	Total	10,185	2,546	2,546	2,546	2,546

(Source: *Final Environmental Impact Statement, page 4-354*)

On 13 September, Dr. Dale sent a letter to Mr. Eastin, addressing, “once again, the significant impacts that the Fort Belvoir BRAC action will likely have on our school system.” He complained about significant concerns with the NEPA and the post-NEPA analyses. He had significant disagreements with the calculations and assumptions in the post-FEIS analyses. He indicated that the capital costs resulting from the Army’s projection of new students in the county would amount to more than \$70M, which was half of the district’s capital budget. He requested a meeting as soon as possible to discuss concerns and resolve them.¹⁴²

FCPS representatives met with COL Lauritzen, COL Moffatt, Donald Carr and two Tetra Tech representatives in the Executive Conference Room at post headquarters on 24 September. Their purpose was to iron out numbers, and the meeting produced an agreement that 218 was the final net gain that Fairfax County could expect after the new arrivals and DoD departures were finalized in the NCR. Prince William County Public Schools could expect a net growth of 358 new students. The attendees were also armed with a recent study by the Workforce Investment Board which predicted a net gain for Fairfax County of 50 new students. Previously, analysts had failed to allow for the large number of personnel leaving the NCR under the omnibus BRAC directives. Final overall number of departures was now accepted at 15,600 in the NCR. The FCPS had consistently refused to believe the Army projections since the DEIS. FCPS representatives then brought up the subject of “induced jobs.” These were jobs created around the periphery of the installation as new entities moved into the area.

On 1 October, Dr. Dale and Mr. Eastin met for lunch after a number of contacts in the previous weeks. The matter was finally put to rest after final net gains were presented and discussed in detail.

Environmental/Cultural Issues

At the regular Fairfax County Board of Supervisors meeting on 30 April, the district supervisors issued a highly critical review of the DEIS, criticizing the DoD’s assessments as vague, incomplete and failing to show potential environmental problems. The supervisors also criticized the DoD position on potential environmental harm brought on by the predicted traffic congestion. Supervisors quarreled over the extent to which they should be involved in the BRAC planning. Ms. McConnell voted against sending the review, calling it “interference.” The final vote was 9:1 in favor of the review.¹⁴³

¹⁴² Steve Hunt, “Supt. Dale Questions Army BRAC Enrollment Impact,” *Mount Vernon Voice*, 19 September 2007.

¹⁴³ William C. Flook, “Fairfax County says BRAC report on moving jobs to Fort Belvoir ignores environmental impact,” *The Washington Examiner*, 1 May 2007.

On 1 May, the public comment period ended. The Fort Belvoir DPW received nearly 900 written and oral comments concerning the DEIS.

On 2 May, the Garrison Commander signed the Joint Permit Application (JPA) for wetland permitting of BRAC at the EPG, and as prepared by the wetland contractor. Once signed, it was transmitted to the USACE, VA Department of Environmental Quality and the VA Marine Resources Commission. Each agency was responsible for holding a public meeting if there was a compelling reason to do so. Siting and design assumptions had to be made, and conceptual information included in the JPA. A soil erosion and sediment control plan, as outlined in the DEIS, would also be implemented.¹⁴⁴ A permit would be issued pursuant to Section 404 of the Clean Water Act (33 U.S.C. 1344). A public notice was issued by the Baltimore District, USACE, soliciting public comment on seven on-site and off-site locations.

The public comment period ran from 21 May – 22 June. The applicant proposed to provide compensatory mitigation for all permanent impacts to wetlands and stream channels from an established fund, and allocated over the multi-year construction period. Total payment would be determined in advance, and made a condition of the permit issuance. Any comments received were considered to determine whether to issue, modify, condition or deny a permit to the building proposals.

On the evening of 2 May, at the South County Government Center at 8350 Richmond Highway in Alexandria, a meeting was conducted in accordance with Section 106 of the National Historic Preservation Act. This legislation required Federal agencies to act as responsible stewards of the nation's resources. Federal compliance with Section 106 was codified in 36 CFR 800.

Section 106 of the NHPA provided for:

- Legal status for historic preservation in Federal planning, decision-making and project execution
- A requirement for all Federal agencies to take into account the effects of their actions on historic properties
- Allowing the public and regulatory agencies a reasonable opportunity to comment on those actions and the manner in which Federal agencies were taking historic properties into account in their decisions

Twenty-five people from “consulting parties” attended the meeting. This was the first of many meetings to come. The Fort Belvoir website provided a link on these issues. During the meeting, Mr. Derek Manning defined an Area of Potential Effect (APE), and explained that the Cultural Resources Section of the DPW had recently conducted a series of “balloon surveys” to determine if the new planned buildings could be seen from any of the historic properties surrounding the installation. The tallest building would be the new hospital, but balloons could not be seen from Woodlawn Plantation.

¹⁴⁴ Dorothy Keough, “GC Brief, Wetland Permit Application,” email to Mr. Patrick McLaughlin *et al*, 1 May 2007.

They had completed a survey of historic resources at the EPG, and could determine no historic structures were present. A survey was also conducted at the South Post-9 Golf Course (previously determined to be National Register eligible in 2006), but neither of two studied archaeological sites were determined to be eligible for that designation.

On 7 May, the ACSIM approved the construction of the NMUSA Museum Support Center (MSC) at Tracey Loop on South Post, rather than at the original Pence Gate site. It was also reported that the BRAC net gains at Belvoir had diminished from 22,000 to +/-19,000 based on new WHS calculations. These figures noted that approximately 14,500 workers were scheduled to leave the NCR as a result of the omnibus BRAC directives. Leaders remarked that these new numbers needed to be addressed alongside the impact of 19,000 additional workers whose jobs would take them to Belvoir. Also leaving would be 12,700 school children. That number was cited as larger than the previous estimate of 10,000.¹⁴⁵

On the evening of 8 May, COL Lauritzen, and members of the Public Affairs Office and DeWitt Community Hospital staff attended the monthly meeting of the South County Federation at the new South County Secondary School in Lorton. Three topics received the major portion of attention.

- Education: It was noted that the South County Secondary School was already overcrowded.
- Transportation: It was noted that the design for the Woodlawn Connector Road was underway. Award of the construction contract was expected by autumn 2008. Officials hoped that the construction contract for the Fairfax County Parkway connector road would be awarded by April 2008. However, if the I-95 Interchange was included, the contract could be delayed until April 2009, with completion expected by October 2011.
- Population: Questions were entertained concerning the re-location of working populations as a result of BRAC. COL Lauritzen explained that 50% of the shifted populations could be expected to change their residences: 38% to Fairfax County, and 28% to Prince William County.

An additional question concerned the new hospital. LTC Daniel Gall explained the increase of beds from the current 46 to 120. Patients numbering 2,000 could be accommodated. Staff increases were expected from 1,300 to 3,300.¹⁴⁶

The acquisition of the GSA site moved one step closer to accomplishment on 10 May when REPs Moran and Davis successfully inserted language in the FY 08 Defense Authorization Bill, mandating that the GSA enter into an agreement transferring the warehouse site in Springfield

¹⁴⁵ Melina Rodriguez, "Regional BRAC losses under close examination," *Belvoir Eagle*, 7 June 2007.

¹⁴⁶ IMCOM Public Affairs Office, "Facts & Response Points: Department of Defense Schools and Impact Aid," email, 8 May 2007.

to the Army. The bill was expected to be considered by the House the following week. Local leaders called this measure a “great step forward.”¹⁴⁷

An additional amendment, also sponsored by REP Moran, to the Defense Authorization bill which passed on 17 May, would require the Army to certify that 13 transportation projects, totaling \$446M, would be “substantially completed” before moving 9,000 workers from leased office space in Arlington to Fort Belvoir. DoD had not funded any of those projects, and county leaders had continually “expressed outrage” that the state and county were left to pay for the DoD’s decisions. Local leaders were supportive of the amendment. Moran said that this measure was “self-contained,” and would not affect the BRAC procedures in other areas. Both measures would still have to clear the Senate.¹⁴⁸

During the week of 18 May, the Arlington Economic Development Corporation launched a new campaign, entitled “Think Arlington.” It heralded a \$200K marketing campaign that would place ads in Metro stations and trains around the region for the next six months, followed by ads in national magazines to advertise that 17,000 lost jobs and 4 million square feet of empty office space was expected due to BRAC. Of that number, 13,000 jobs and 3M SF would characterize losses in Crystal City. Arlington officials were fearful that Crystal City would turn into a “ghost town” as a result.¹⁴⁹

On 19 June, a news release from Governor Kaine’s office announced that ten grants totaling \$12.5M had been awarded to communities affected by the 2005 BRAC decisions. The grants would be administered by the Virginia National Defense Industrial Authority (VNDIA) as part of the Military Strategic Response Fund appropriated by the 2006 General Assembly. These grants were designed to help address encroachments near military installations, support transportation projects to ease congestion around base entrances, and support other regional responses to military matters. This funding represented the second round of response fund grants. The first round, approved by the governor in January, had already provided nine grants totaling \$12.5M to Virginia communities as follows:

- Fairfax County: Spot transportation improvements around Fort Belvoir – \$1M
- Fairfax County: Design and assist in land acquisition for the Telegraph Road project around Beulah Street – \$750K
- Prince William/Stafford Counties: Transit improvements at Quantico and Fort Belvoir – \$199K
- Other communities included the City of Chesapeake, Virginia Beach, Albemarle County, Prince George’s County, Petersburg, Hampton Roads and Fort A.P. Hill

¹⁴⁷ Chuck Hagee, “Warehouse Site Enters BRAC Equation: GSA site and mass transit equal commuter relief,” *Springfield Connection*, 17 May 2007.

¹⁴⁸ Kristen Chick, “Road fixes sought before Fort Belvoir worker influx,” *The Washington Times*, 18 May 2007; Amy Gardner, “Measure Mandates Belvoir Roadwork; House Passes Legislation of Job Transfer,” *The Washington Post*, 18 May 2007.

¹⁴⁹ Kim Hart, “Looking for a Few (or many) Good Tenants,” *The Washington Post*, 18 May 2007.

On 21 June, Virginia transportation officials approved a 41% increase in transportation funding over the next six years, reflecting the additional spending on roads and mass transit agreed to by the General Assembly and the governor earlier that year. It was the first transportation spending plan in 21 years to show a major increase in funding, and would boost the number of major highway projects across the state from 48 to 206. In Northern Virginia, the plan included \$2.1B for regional projects such as completion of the Fairfax County Parkway, and adding a fourth lane on I-95 between Newington and the Occoquan River, a project set to begin that year, and estimated to cost \$110M. The program, approved by the Commonwealth Transportation Board, would allocate \$11B to projects across the Commonwealth; a \$3.1B increase over last year's version of the six-year plan. The board included 16 members representing local communities.¹⁵⁰

The Garrison Commander signed the Final Environmental Impact Statement on 28 June, and submitted it to the Deputy Assistant Secretary of the Army for Environmental Safety and Occupational Health for posting to the Federal Register. Local leaders registered their concerns with the FEIS. Mr. Hyland commented that the FEIS was pretty much unchanged from the draft version, despite numerous concerns raised by Fairfax County officials. Topping the list of concerns were significant improvement planning, and no funding in sight. He remarked that construction of the Fairfax County Parkway connector had to begin that year for the project to be completed by 15 September 2011.

Updated numbers included in the FEIS included:

• WHS:	9,263
• NGA:	8,500
• Personnel in Army leased space:	2,720
• U.S. Medical Command:	2,069
• PEO-EIS:	480
• Missile Defense Agency:	292
Total:	23,324

Personnel being realigned from Fort Belvoir total: 1,324.¹⁵¹

FOURTH QUARTER

On 6 July, a press release from Governor Kaine's office announced that the U.S. Department of Labor had awarded the Virginia Employment Commission a \$4.9M grant to help respond to the workforce impact in the Northern Virginia region by BRAC 2005. The state was expected to work with the Northern Virginia and Alexandria/Arlington Workforce Investment Boards,

¹⁵⁰ Eric M. Weiss, "Virginia Approves Spending for Roads; Transportation Funds Rise 41%," *The Washington Post*, 22 June 2007.

¹⁵¹ Steve Hunt, "Final BRAC EIS Issues, 'More of the Same,'" *Mount Vernon Voice*, 11 July 2007; Charles Hagee, "Army Makes No Change for BRAC; Majority of incoming personnel to be located at EPG," *Mount Vernon Gazette*, 12 July 2007.

and with their colleagues in D.C. and Maryland, to design a coordinated response to the BRAC-related workforce issues. Representative Moran remarked that, “This grant is sorely needed and offers an opportunity to provide critical help to those communities and all of Northern Virginia to recover and transform themselves.” The Labor Department also awarded grants to Florida, Maryland, Texas, Colorado and the District of Columbia.

On 13 July, COL Mark Moffatt came on board as the Deputy Garrison Commander for Transformation and BRAC, thus relieving Ms. Blanks as BITL. He was a 23-year Corps of Engineers Army veteran, with prior experience in BRAC planning. He had spent most of his career in troop units. His last duty position was as a student at the Army War College, at Carlisle Barracks. His brief was to serve as the Garrison Commander’s voice for the coordination of Garrison, USACE and gaining units. He would also make public appearances.¹⁵²

During this week, the Baltimore District, USACE, opened a BRAC integration office at Fort Belvoir in Building 1812.

On 23 July, at their regular semi-monthly meeting, the Fairfax County Board of Supervisors voted to send the Secretary of the Army its most recent considerations ahead of the ROD. Their concerns centered on funds to pay for road and school improvements as a result of BRAC. Included in this list of concerns was the GSA site, financial assistance to schools, development of an “execution plan and timeline” for transportation funding, and the re-designation of Land-Use Categories in the Fort Belvoir Real Property Master Plan. The supervisors were concerned that the FEIS and the ROD would not identify enough money sources to ease future impacts.

The supervisors also voted to send a letter, signed by county executive Mr. Anthony Griffin, to Ms. Patricia Gallagher, executive director of the National Capital Planning Commission. Projects other than BRAC received attention (i.e., \$50M for expansion of the Post Exchange), which would have major impacts on traffic and the local road network. The board requested detailed information on these projects before making any endorsements.¹⁵³

The events of the next few days relating to BRAC moved very fast. A news release by Messieurs Moran and Davis on 26 July advised that the representatives had placed language in the current appropriations bill, now being debated by the House, which would make the GSA site part of Fort Belvoir. The news was greeted enthusiastically by other local elected officials. Mr. Eastin stated that the Army would have to study the GSA property to make sure it was feasible to move jobs there. He noted that a final agreement between the GSA and the Army should emerge within a month. Pierce Homer remarked in a letter that day that the change would,

¹⁵² Interview with COL Moffatt, 16 August 2007; see also Paul Bello, “Moffatt leads realignment charge at Fort Belvoir,” *Belvoir Eagle*, 6 December 2007.

¹⁵³ Steve Hunt, “Board Wants GSA Warehouse Included in Army’s Final ROD,” *Mount Vernon Voice*, 25 July 2007; Joint Board Matter, Fort Belvoir Final Environmental Impact Statement, 23 July 2007.

“significantly reduce” expected new traffic on I-95 and the Fairfax County Parkway. He noted that the agreement came after months of negotiations, ending in an uncommon, “common sense” solution.

The news release also noted that the Army and the Commonwealth had reached an agreement on the completion of the missing stretch of the Fairfax County Parkway. The Army would allegedly oversee construction of the missing section. Mr. Kauffman called the agreement a “win-win” situation. He also noted that the approved 2004 design of the road could accommodate 8,500 workers. Unfortunately, the connector road would have to be re-designed for the expected, larger traffic volume, a process that would delay construction. He also advised that the Federal Highway Administration would play a role in assisting direct Federal funds toward the effort. Interestingly enough, the *Fairfax County Times* called the agreement a “Holy Grail solution.”¹⁵⁴

Three days later, a disclaimer was issued by Fort Belvoir and Mr. Michael McGill, a spokesman for GSA, which, despite previous announcements that the GSA transfer was “a done deal,” reminded everyone that the use of the GSA site was dependent on official transfer of the site to Army control. This transfer still required Congressional legislation.¹⁵⁵

On 1 August, a letter appeared in *The Washington Post* from Mr. Eastin, clarifying the story which had been published by the newspaper on 26 July. He made three main points: The BRAC law will not change. The only potential change was the addition of that property to Fort Belvoir. He advised that the Fairfax County Parkway connector was ready for bidding and construction, although the approved design in 2004 set the road’s capacity at 8,500 commuters. He agreed that the road would not accommodate the traffic generated by the inclusion of WHS at the EPG without re-design. Finally, he commented on the attractiveness of the GSA warehouse site as a favorable alternative, and promised a complete study.¹⁵⁶

THE RECORD OF DECISION

Dr. Craig E. College, Deputy Assistant Chief of Staff for Installation Management, signed the ROD on 7 August on behalf of DA. He had decided to proceed with the Preferred Alternative (PA) option. Specifically deferred from the ROD, however, was that portion of the PA that would locate and construct facilities for BRAC 133 (WHS) units, agencies and activities at EPG (approximately 6,200 personnel), and approval of the MWR Family Travel Camp. Note that the WHS personnel might be located at the GSA facility.

¹⁵⁴ Amy Gardner, “Army-VA. Deal Cuts Jobs Headed for Belvoir,” *The Washington Post*, 27 July 2007; William C. Flook, “Army, state agree to cut number of incoming Fort Belvoir workers,” *The Washington Examiner*, 27 July 2007; Michelle Zimmerman, “Army agrees to complete long-delayed artery link,” *Fairfax County Times*, 27 July 2007.

¹⁵⁵ Press Release, “EPG Agreement with VDOT Clarified,” Fort Belvoir Public Affairs Office, 29 July 2007; William C. Flook, “Belvoir, GSA say warehouse agreement not final,” *The Washington Examiner*, 31 July 2007.

¹⁵⁶ Keith Eastin, “Seeking BRAC Solutions,” *The Washington Post*, 1 August 2007; see also Steve Hunt, “Army Agrees to CAP BRAC Moves to EPG,” *Mount Vernon Voice*, 1 August 2007, for a report that the GSA site required transfer to the Army through the next Defense Authorization Bill. Passage was not expected until September because of the inclusion of an authorization for a withdrawal of U.S. troops from Iraq.

The ROD noted that additional NEPA documentation would address these portions of the PA. Dr. College stated that the No Action Alternative would not meet the Army's purposes. The PA was environmentally preferable. Utilization of the GSA parcel, or other suitable locations for the implementation of the BRAC 133 (WHS) required additional evaluation, and a supplement to this decision. The ROD required an increase of 3,943 Army lease-personnel going to Main Post. The Army would also pursue funding for five of the transportation projects certified for funding under the DAR Program.

By October, attention was directed at re-locating all the WHS personnel either at the GSA or at the Victory Center (the old Eisenhower Avenue property previously occupied by the Army Materiel Command). People began to wonder why the BRAC Commission had directed moving employees out of leased space in Arlington/Alexandria, and why the Army was now thinking about moving them into new leased space.¹⁵⁷

On 10 August, the USACE awarded a contract to Clark/Balfour Beatty-NGA, a joint venture which would construct the NGA's New Campus East at the EPG. The acquisition strategy, named "Integrated Design Bid-Build," called for the award of the contract early in the design phase of the project. This strategy allowed for an initial period of construction-integration services; and a collaborative effort between the designer and the construction contractor to optimize project cost and schedule as the design reached completion. The initial contract was worth \$334M. Total cost was estimated at \$1.2B.¹⁵⁸

The Garrison Commander convened the seventh meeting of the BOA on 15 August at the Officers' Club. He introduced COL Moffatt, and Mr. Mark Canale, the new Fairfax County BRAC coordinator/liaison. Very quickly, Mr. Hyland noted that the region's concerns had not all been addressed. COL Lauritzen noted that this meeting had been planned as a "report-out" on progress thus far. He described the ROD as a "major milestone" in the BRAC process.

COL Moffatt briefed on the ROD and a list of nine Fort Belvoir environmental mitigations:

- Implementation of an invasive/exotic vegetation control plan
- Removal of a closed section of Woodlawn Road
- Restore a stream habitat of 2.5 miles
- Establishment and maintenance of a habitat for Partners in Flight (PIF) priority species on Fort Belvoir
- Removal of the Cissna Road roadbed throughout EPG and the bridge across Accotink Creek
- Incorporation of a wildlife crossing structure on all road crossings
- Rehabilitation of the exterior of all historic buildings affected by BRAC

¹⁵⁷ Tom Shoop, "The Belvoir Shuffle," *GovExec Blog Discussion*, 11 October 2007.

¹⁵⁸ Press Release, "Corps awards contract to build National Geospatial-Intelligence Agency," *U.S. Army Corps of Engineers, Baltimore District*, 14 August 2007.

- Updating the Fort Belvoir National Historic District National Register eligibility form to capture changes to the district that had occurred since it was first identified in 1986
- Install vegetated buffers at least 200 feet wide along the northern boundary of EPG

The Army had just agreed to provide \$10M over the next four years to fund mitigation measures for adverse environmental impacts related to BRAC at Belvoir.¹⁵⁹

COL Moffatt also briefed on the status of DAR roads. The ROD had authorized a “pursuit of funding” for five DAR projects. This was considerably less than the 14 projects previously listed as “critical.” Other briefed topics included the Master Plan update, NGA at EPG, the South Post hospital, and the GSA site. Mr. Phillip Niedzielski-Eichner, representing Mr. Dan Storck of the Fairfax County Public Schools, expressed some skepticism over the current projections for the increase of students as a result of BRAC.

In terms of supplemental funding, COL Moffatt advised that BRAC construction costs would total approximately \$3.2B: \$1.2B for NGA, \$1.1B for the WHS, \$747M for the new hospital, and \$150M for infrastructure construction.

COL Lauritzen inquired if the BOA should continue. Consensus among the voting members was positive. He therefore tentatively scheduled the next meeting for the February/March 2008 time-frame. In the meantime, the Community Update Breakfast and follow-on RODs would occur.

Four agenda items for the next meeting were as follows:

- GSA
- Transportation update
- Education
- Other Working Groups

An editorial, which appeared on 22 August, criticized the BOA, questioning where BRAC was heading. It described the Garrison Commander’s answers as “lacking in detail,” and it compared the BRAC moves to a “speeding train” which was running over many of the important concerns of local, state and Federal officials and the community.¹⁶⁰

A Media Roundtable followed the BOA meeting at 1600 hrs. Eight media members attended the roundtable in the Yorktown Room with COL Lauritzen and representatives from USACE, NGA, NMUSA, DeWitt Hospital and BNVP. Each received an opportunity to pose questions about BRAC and the NMUSA. LTC Diane Varhola noted that a site feasibility study was currently underway to determine exactly where on the North Post Golf Course the museum would be sited. This decision was expected by March 2008.

¹⁵⁹ See also Julia LeDoux, “Army: \$10 million for environmental impact,” *Potomac News & Manassas Journal Messenger*, 19 August 2007.

¹⁶⁰ Editorial, “Full Speed to?,” *Mount Vernon Voice*, 22 August 2007.

Overall, COL Lauritzen stated that he was satisfied with progress thus far. In response to questions, Ms. Jennifer Albert, representing the DeWitt Army Health Care Network, could not advise on the disposition of the old hospital buildings once the new hospital was constructed. Mr. James Curren predicted that most contractors would probably not have to re-locate as a result of BRAC. Finally, COL Lauritzen advised that by March, it would be known where the 6,200 WHS employees would be situated.

In a press release on 16 August, Secretary of the Army Preston “Pete” Geren announced the appointment of Mr. Eastin as the Army lead for NMUSA planning, and for all coordination with the Army Historical Foundation (AHF). Mr. Eastin would exercise oversight through an executive advisory committee that consisted of Army staff in the Pentagon, and also through a specially designated Museum Project Executive Officer, Mr. L. Jerry Hansen, Deputy Assistant Secretary of the Army for Strategic Infrastructure. This committee would meet every quarter.

That evening, COL Lauritzen and Patrick McLaughlin addressed a gathering of the Section 106 membership at the South County Government Center. The Army had identified 175 sites that were potentially eligible for designation under the National Register of Historic Places. To date, only one archaeological site had been identified as being impacted by BRAC. This site had been surveyed and determined not to be eligible for the National Register. These 175 sites ranged from prehistoric campsites to World War I training trenches. Mr. McLaughlin remarked that Fort Belvoir had already developed a Programmatic Agreement (PA) which protected the Woodlawn historic view shed by designating certain areas adjacent to the district as “environmentally sensitive” or open spaces in which development would be avoided. The draft PA was also discussed.¹⁶¹

On 22 August at 0750 hrs., FedNews Radio interviewed COL Moffatt about the \$10M committed the previous week to mitigate some of the environmental and historic projects possibly compromised as a result of BRAC.

In a joint motion by Mess. Hyland, Kauffman and Connolly on 10 September, the Fairfax County Board of Supervisors advised that the county was entitled to a portion of EPG for parks space, since the Army did not plan to use the western portion of the Proving Ground. The board criticized the Army for not honoring an original agreement made between the DoD and Fairfax County when it turned the EPG over to the Army in 1940. The board also criticized the Army for its little concern of environmental issues within BRAC. Additionally, the board sought “inspection mechanisms” to hold contractors to state and local standards.

An article in the *Mount Vernon Voice* noted that SENs Warner and Webb had secured millions for BRAC through the passage of the Military Construction and Veteran’s Appropriations

¹⁶¹ Steve Hunt, “BRAC’s Effects on Historic Sites Are All Evaluated,” *Mount Vernon Voice*, 22 August 2007.

Act. The act, passed on 6 September, provided more than \$428M for NGA, \$321M for WHS, \$219M for the new hospital and \$13M for Phase 3 of the DAR at Fort Belvoir.¹⁶²

The scheduled NGA Groundbreaking Ceremony occurred on 25 September at the EPG. VADM Robert B. Murrett, director of NGA, presided over the ceremony. He noted that the new NGA complex would include 2.4M SF of admin and support space, and was expected to cost \$1.4B. Plans were already in place to provide shuttle bus service with the Franconia-Springfield METRO/VRE station. Occupancy of the new complex was planned for September 2010.¹⁶³

Three days later, the USACE awarded a \$649M contract to Turner-Gilbane of Arlington, to build the new Fort Belvoir hospital. Construction was expected to begin in a few weeks, with completion scheduled by summer 2010. The hospital would encompass 1.1M SF, and 2,600 parking spaces, as well as a helipad, ambulance shelter and dedicated central energy plant.¹⁶⁴

During the first week of October, BNVP published their second BRAC newsletter – Issue No. 2. It noted that the Army had received 88 sets of comments on the DEIS, including the transcripts of oral testimony from seven elected officials and 19 citizens at the DEIS hearing; and 62 written comments submitted by letter, electronic mail, and the www.belvoirbrac-eis.net website. It reported on the relocation of WHS personnel, as required by the ROD, and the concurrent additional analyses of alternative locations such as the GSA site, and the “Victory Center” site on Eisenhower Avenue in Alexandria. The analyses were underway. To stay within the law, a site could not be deemed suitable until it had been transferred officially to the Army, and designated as part of Fort Belvoir.

The newsletter reported on the summary of the Preferred Alternative; in particular, that in order to accommodate the required BRAC alignments, 20 separate facilities totaling 6.2M SF and 7M SF of parking space was required.

A section discussed the BRAC impact on schools. It noted that originally, the DEIS projected an increase of approximately 3,200 new school children. This number had been subsequently reduced to 2,800 due to reductions in the number of jobs expected to come to Belvoir. Conversely, almost the same number of personnel would be leaving the area due to other BRAC actions in the NCR, for a net gain of only 265 children.

On 1 October, COL Lauritzen presided at the South-9 Golf Course Retirement Ceremony. Mr. William Parsons, director of FMWR, served as master of ceremonies. They noted that the course first opened in 1933 with six holes. The other three were added in 1935, and the course received its official name on 26 July 1949. Official groundbreaking for the new hospital was scheduled for early November.¹⁶⁵

¹⁶² James Cullum, “Board wants park land on EPG,” *Fairfax Times*, 12 September 2007; Steve Hunt, “More BRAC Concerns Raised,” *Mount Vernon Voice*, 12 September 2007.

¹⁶³ Melina Rodriguez, “Ceremony marks first BRAC construction,” *Belvoir Eagle*, 27 September 2007.

¹⁶⁴ USACE Press Release, “Corps Awards \$649 million contract for new DeWitt Hospital,” *Belvoir Eagle*, 4 October 2007.

¹⁶⁵ Jennifer Small, “South Nine Golf Course closes,” *Belvoir Eagle*, 4 October 2007.

More than 100 people attended the annual Community Update Breakfast at the Officers' Club at 0730 hrs. on 16 October. The event featured a video celebrating "Army Strong," and then a succession of active duty, civilian, retiree and family members voicing their role and support of the Army's mission.

COL Lauritzen cited the imminent expectation of a memorandum of agreement between the Army, FHWA and the VDOT that would lead to the building of the concluding section of the Fairfax County Parkway. He noted that this land would be transferred to the Commonwealth; that the Army had spent more than \$22M over the last few years, and had removed more than 83,000 tons of "spoil" to clean up the area. Supervisor Hyland warmly applauded this announcement. Other near-term transportation opportunities included a Washington Metropolitan Area Transit Authority (WMATA) bus route from the Franconia-Springfield METRO station, as well as an internal shuttle and a bus barn on the installation.

He used the acronym SPIRIT (Sustain/Prepare/Inform/Reset/Inspire/Transform) to describe the Army's program for the future. He also remarked that BNVP had submitted its new installation Master Plan that day.

REP Moran took the opportunity to extend accolades to various elected officials and their contributions to BRAC; however, "There are still major transportation appropriations to be obtained to make BRAC a success."¹⁶⁶

CONCLUSION

Much of FY 2007 had been taken up by the draft and final Environmental Impact Statements, and their periods of public review. Once the Record of Decision was signed at DA headquarters in August, concrete work could begin on concluding designs, planning, and groundbreaking for the major new structures that would characterize Fort Belvoir by 2011. Events would now begin to move much faster.

Elected officials, and the outside media, continued to register skepticism and outright doubt that the Army could meet its BRAC deadlines on time. Controversy often swirled at public and private meetings.

Despite some stops and starts, the Fairfax County Parkway and the NMUSA, controversial projects that had long preceded BRAC, appeared closer to completion.

Finally, the garrison command group and staff continued their community outreach efforts. By the end of the period under review, over 70 BRAC speaking engagements had been completed.

¹⁶⁶ Julia LeDoux, "Belvoir updates local community," *Belvoir Eagle*, 18 October 2007.

GARRISON COMMANDERS
2002 – 2012
U.S. ARMY GARRISON, FORT BELVOIR



Colonel Thomas W. Williams
2002 – 2005



Colonel Brian W. Lauritzen
2005 – 2008



Colonel Jerry L. Blixt
2008 – 2010



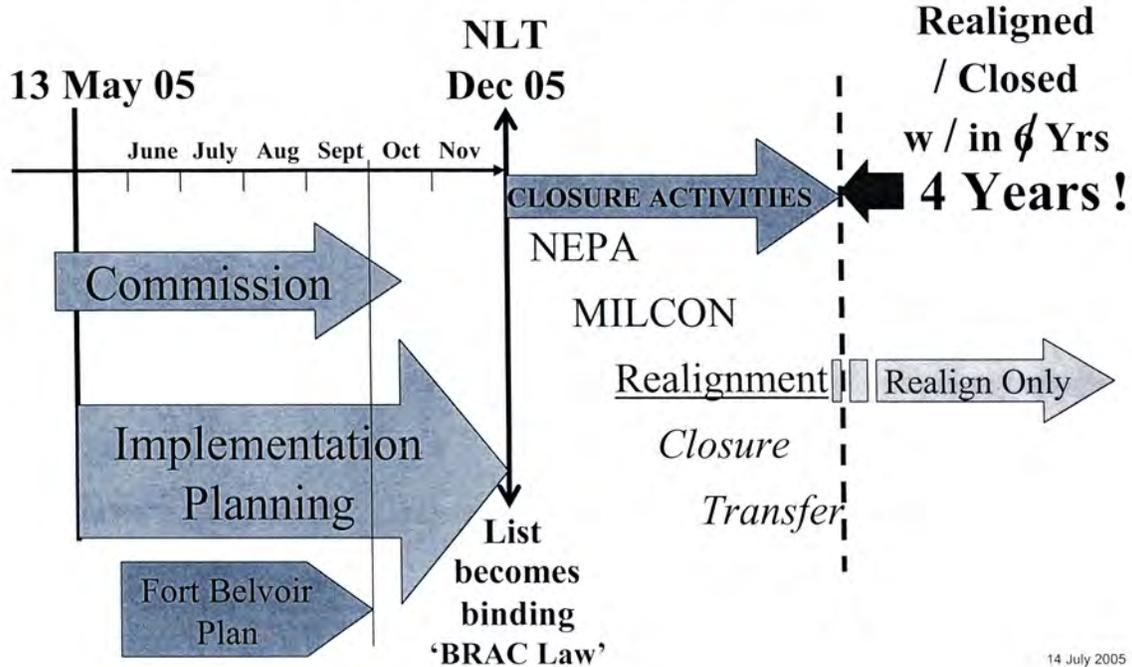
Colonel John J. Strycula
2010 – 2012



Ft Belvoir BRAC



Major Milestones



14 July 2005

A briefing slide, dated 14 July 2005, detailing projected milestones in the BRAC proceeding through December 2005 and thereafter. (U.S. Army Garrison, Fort Belvoir)

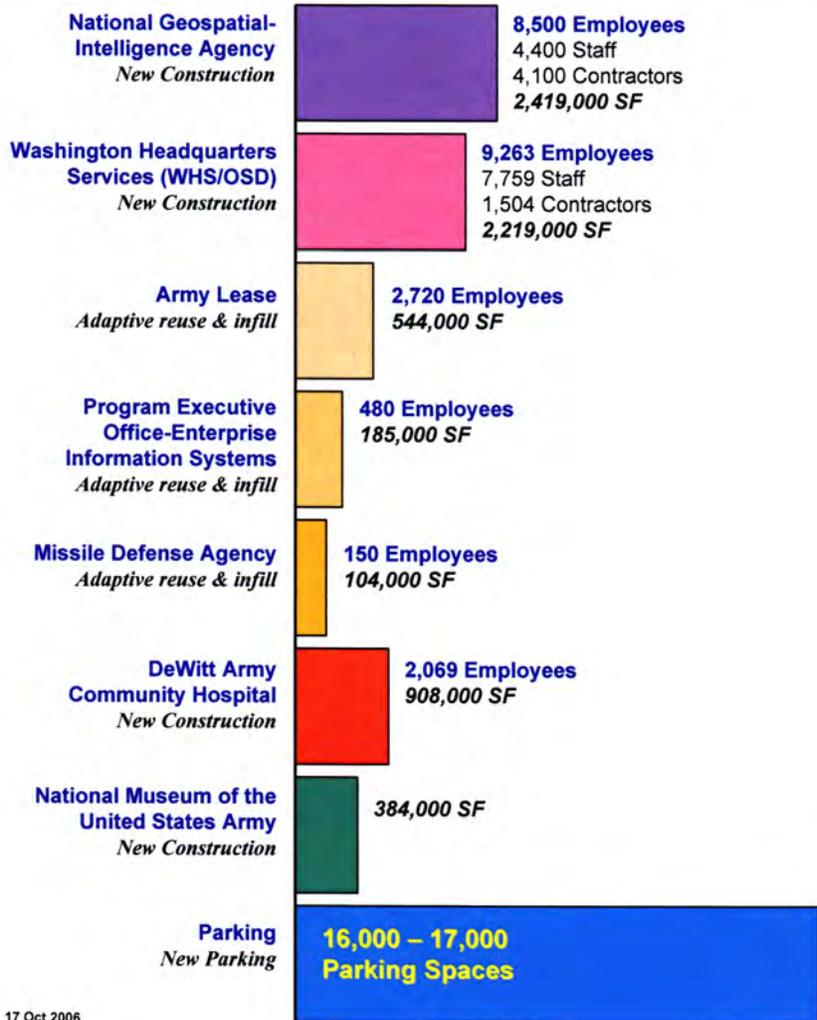


Fort Belvoir



Understanding Future Needs

Existing Building Program	+10,000,000 SF
Existing Population	+23,000 Employees
Proposed Building Program	+7,000,000 SF
Proposed Parking	+7,000,000 SF +16-17,000 Cars
Proposed Population Increase	+22,000 Employees
Occupancy Date	September 15, 2011
<i>(Agency moves will be coordinated with existing lease terms to minimize termination costs)</i>	



17 Oct 2006

A briefing slide, dated 17 October 2006 highlighting the movement of personnel as a result of BRAC. (U.S. Army Garrison, Fort Belvoir)

Development Strategy 1 "Town Center"

1



Master Planning Studies (WORKING DRAFT) June 13, 2006
Belcher New Vision Planners

Development Strategy 2 "City Center"

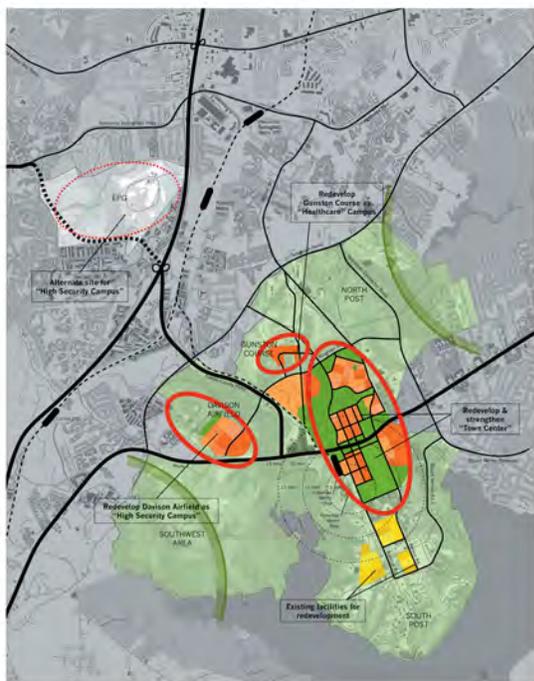
2



Master Planning Studies (WORKING DRAFT) June 13, 2006
Belcher New Vision Planners

Development Strategy 3 "Satellite Campuses"

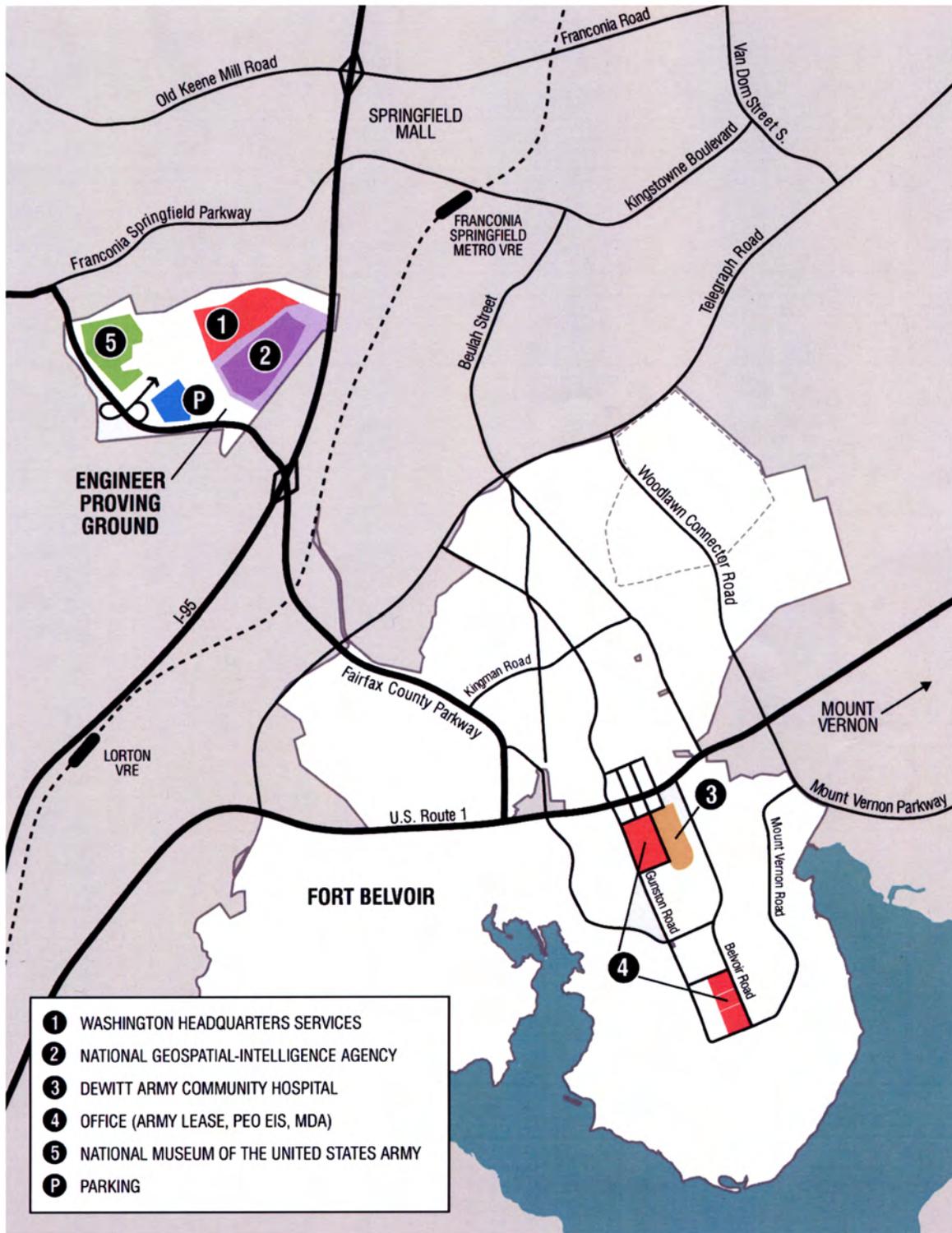
3



Master Planning Studies (WORKING DRAFT) June 13, 2006
Belcher New Vision Planners

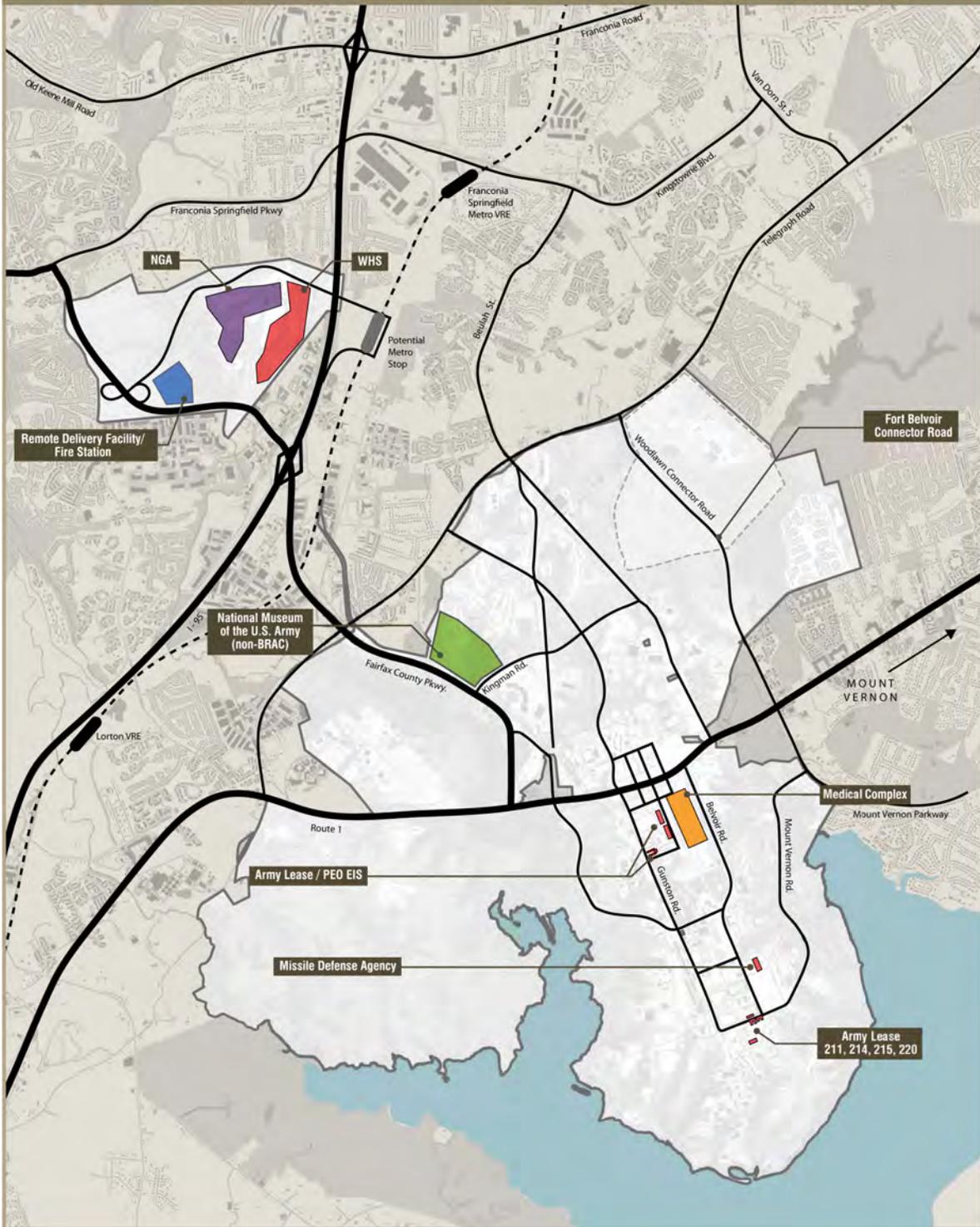
The three Development Strategies developed by BNVP in 2006 to plan placement of incoming agencies.
(BNVP)

Fort Belvoir Preferred Site Plan

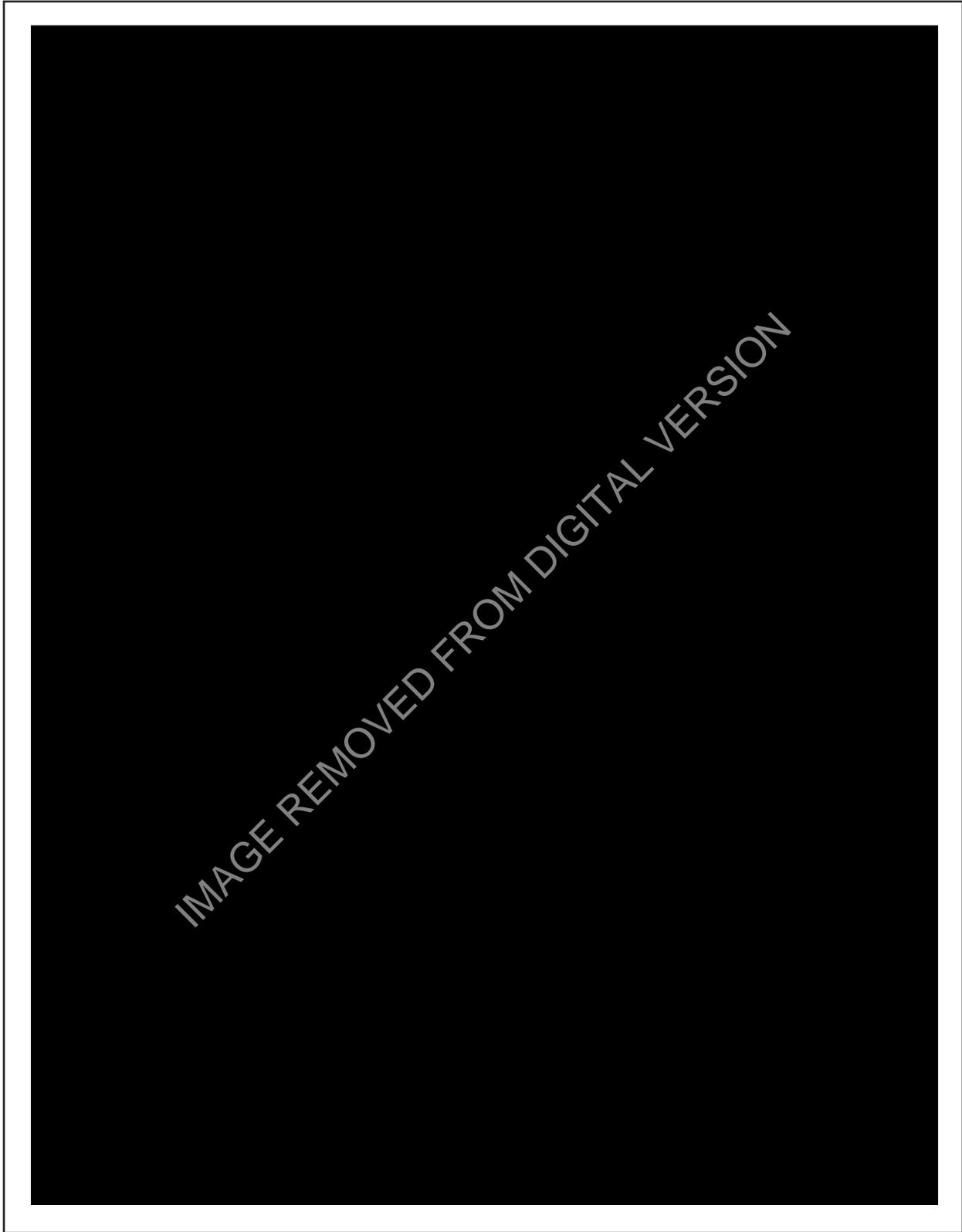


The original Preferred Site Plan, resulting from consideration of the three Development Strategies. (BNVP)

FORT BELVOIR BRAC PREFERRED ALTERNATIVE



The BRAC Preferred Alternative which became the basis for the Record of Decision (ROD) in 2007, although consideration of the WHS site was deferred for future deliberation. (BNVP)



A graphic which appeared in *The Washington Post* on 16 December 2007, entitled, “A Costly Shuffle.” It detailed job relocation projections for the National Capital Region.

(From The Washington Post, 16 December 2007. All rights reserved. Used by permission and protected by the copyright laws of the United States. The printing, copying, redistribution, or retransmission of the material without express written permission is prohibited.)

FORT BELVOIR BRAC UPDATE

Our Community Today

- 13.5 Square Miles
- 160 Miles of Road
- 1,350 Buildings
- Privatized family housing in partnership with commercial developer/manager
- Workforce Salaries/Personnel
 - * Civilian - \$1.1 Billion
 - * ~23,000 Personnel
- Commissary (sales): \$95 Million (largest in CONUS)
- AAFES (sales): \$115 Million (largest sales in CONUS)
- TDY Visitors: ~8,000 per month

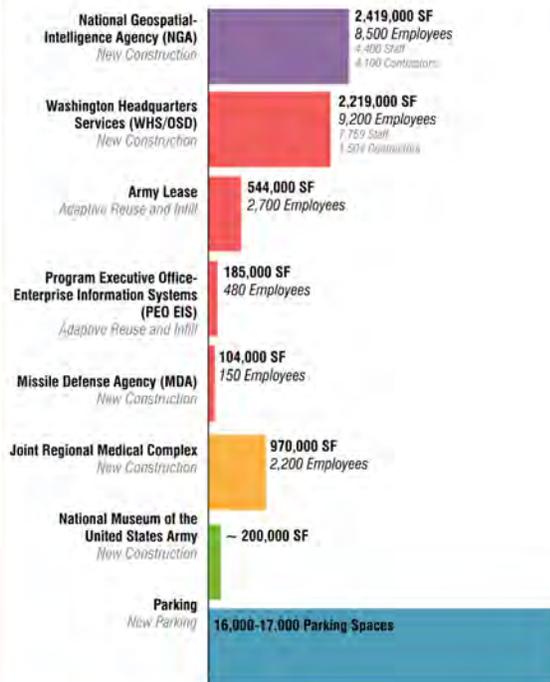
Benefits of Preferred Strategy

MAIN POST		EPG	
23,000	existing population	45	existing population
4,000	new population	18,000	new population
27,000	total population	18,000	total population

- Distribute traffic (existing and projected) both east and west of I-95
- Optimize connections to regional transit (Metro)
- Consider local elected officials' desire for redevelopment of downtown Springfield, U.S. Route 1 corridor
- Optimize access to regional transportation investments
- Develop clear strategy to mitigate existing environmental concerns on schedule
- Create compact, urban campus at EPG for primarily office programs
- Provide opportunities for future expansion
- Minimize relocation of existing missions

BRAC Program

- Existing Building Program ~10,000,000 SF
- Existing Population ~23,000 Employees
- Proposed Building Program ~7,000,000 SF
- Proposed Parking ~7,000,000 SF
~17,000 vehicles
- Proposed Population Increase ~22,000 Employees
(Employee figure of 22,000 is net, not total in-bound)
- Occupancy Date September 15, 2011
(Agency moves will be coordinated with existing lease terms to save termination cost)

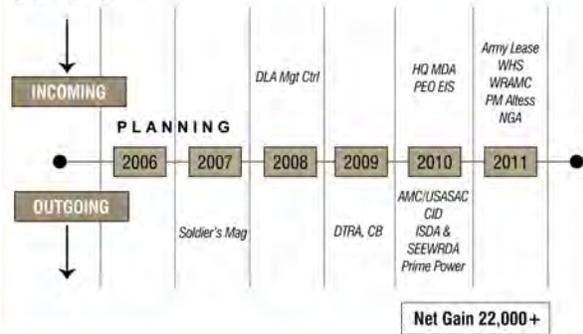


BRAC Requirements

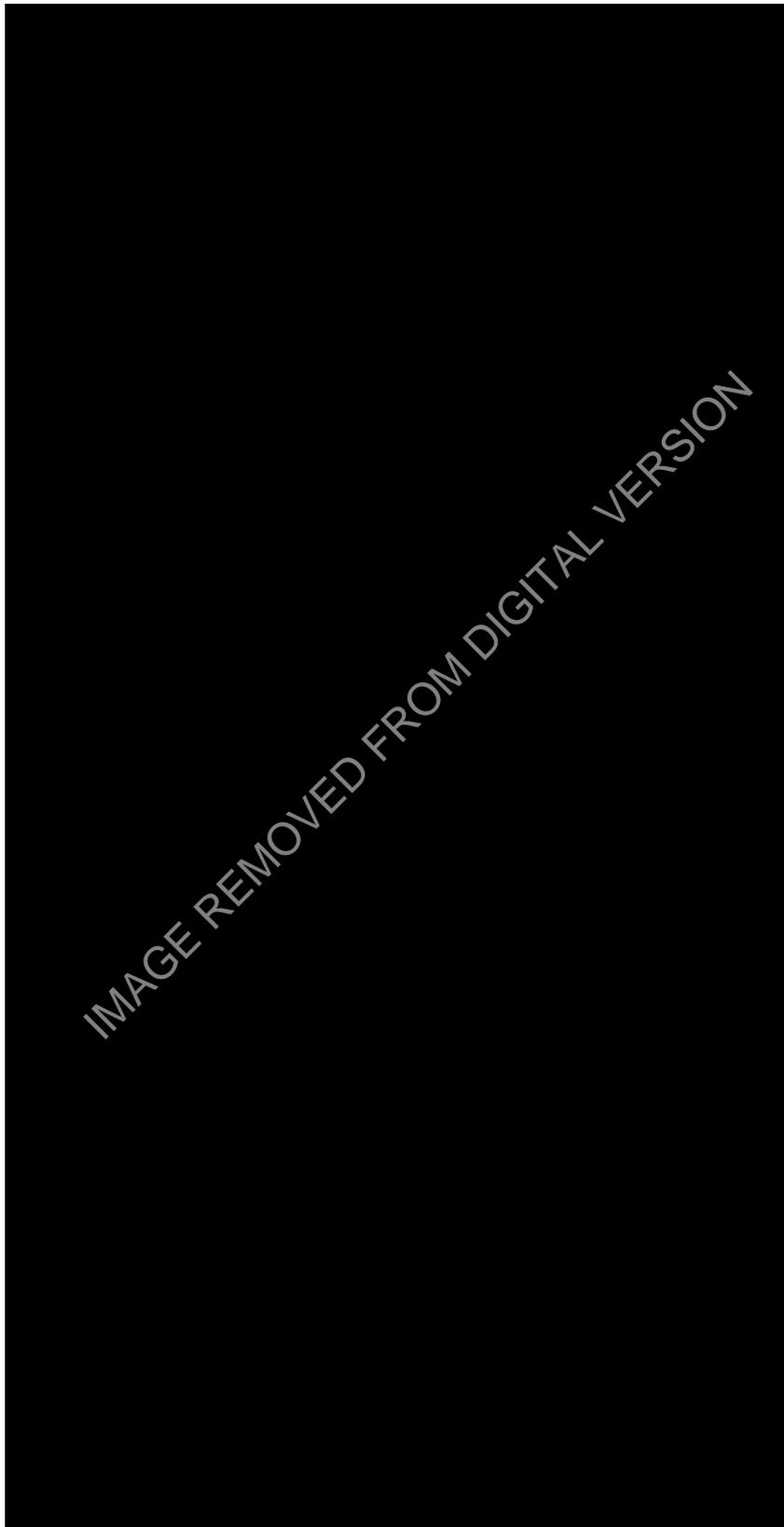
BRAC realigns Fort Belvoir adding administrative, medical, and special/ intelligence missions creating requirements for:



Timeline



A 2007 BRAC flyer which accompanied the Preferred Alternative graphics. It provided an updated timeline and statistics on the installation. (BNVP)



A *Washington Post* graphic on 9 May 2010 which detailed personnel locations in the National Capital Region. (From *The Washington Post*, 9 May 2010. All rights reserved. Used by permission and protected by the copyright laws of the United States. The printing, copying, redistribution, or retransmission of the material without express written permission is prohibited.)

Colonel Mark Moffatt,
Fort Belvoir Deputy Commander
for Transformation and BRAC.
(U.S. Army Garrison, Fort Belvoir)



On 18 February 2010, Colonel Jerry Blixt briefed Representative James Moran (D-8th VA), Senator Mark Warner (D-VA) and Colonel Andrew Backus, USACE at the Fort Belvoir Community Hospital construction site. *(Photo: Marc Barnes, MEDCOM)*



The front (top) and rear (bottom) entrances of the Missile Defense Agency headquarters at the north end of the Colonel Stephen H. Long Parade Ground. (Photos: Marc Barnes, MEDCOM)



Infrastructure photos: The Gunston Road Bridge over Route 1 (top) which opened for traffic on 21 October 2011; and the area fronting the Community Hospital showing Belvoir Road, widened to four lanes, and the new traffic circle. (Photos: Michael Vaccaro, USACE)



The Joint-Use Intelligence Analysis Facility at Rivanna Station, north of Charlottesville, Va.
(Photo: David Becker, Archer Western)



Top: Ground-level view of the Fort Belvoir Community Hospital. *(Photo: Connie Myers, BNVP)*
Bottom: Patient room at the Fort Belvoir Community Hospital. All rooms are single patient only.
(Photo: Marc Barnes, MEDCOM)



Top: A view of the Dental Clinic, located on the Medical Campus, adjoining Richmond Highway and the Fort Belvoir Community Hospital. Bottom: An aerial view of the Warrior-Transition complex alongside the Community Hospital, and fronting 9th Street, which was widened to four lanes. (Photos: Michael Vaccaro, USACE)



Top: The Mark Center alongside Interstate-395 in Alexandria, VA. (Photo: Michael Vaccaro, USACE)
Bottom: The Mark Center at sunrise. (Photo: Marc Barnes, MEDCOM)



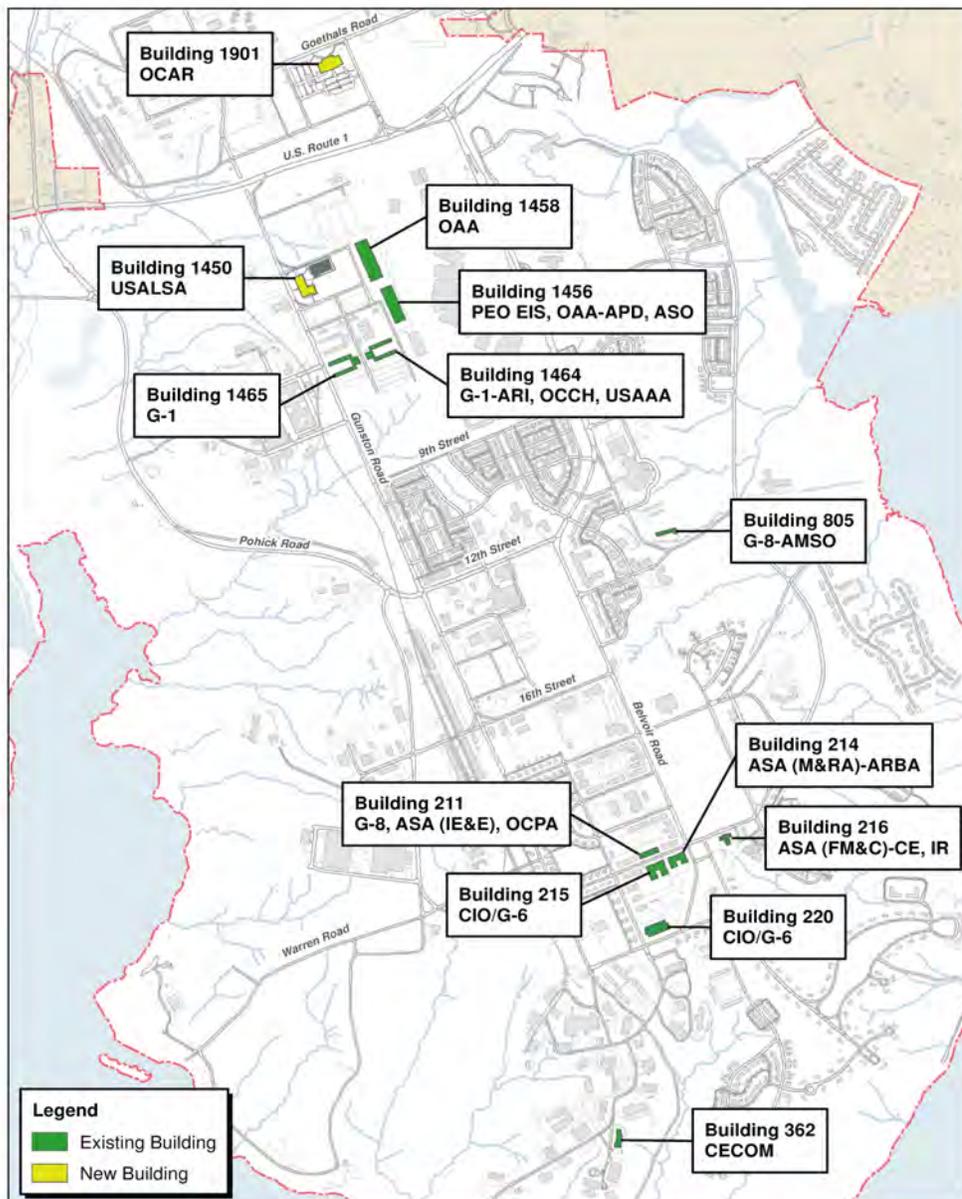
The National Geospatial-Intelligence Agency located on the Fort Belvoir North Area.
(Photo: Michael Vaccaro, USACE)



Top: The Office of the Chief, Army Reserve (OCAR). Bottom: The United States Army Legal Services Agency (USALSA). Both were late add-on BRAC projects. (Photos: Connie Myers, BNVP)



Flagler Hall (Building 216) at the south end of the Colonel Stephen H. Long Parade Ground. Under BRAC 132, after renovation, this ca. 1932 building was occupied by the Assistant Secretary of the Army (Financial Management Controller). *(Photo: Connie Myers, BNVP)*



Buildings Identified for PEO EIS & Army Lease Organizations

Renovation of Existing Buildings

An aggressive program is under way to renovate and fit-out 10 existing buildings, totalling more than 500,000 square feet, that are being vacated by other organizations departing under BRAC. These buildings will be modified to meet the requirements of the incoming HQDA tenants, as well as to accommodate information technology systems, building security systems, and furniture. Several entities, including the Fort Belvoir Directorate of Public Works;

U.S. Army Corps of Engineers (USACE), Baltimore District; U.S. Army Information Technology Agency; Fort Belvoir Network Enterprise Center; and U.S. Army Engineering and Support Center, Huntsville, are involved in the renovation and preparation of these facilities for the incoming HQDA tenants. Information regarding the incoming HQDA tenants and their assigned buildings is provided in the map above.

A graphic detailing the occupation of renovated buildings under BRAC 132. (BNVP)

Chapter Five

FISCAL YEAR 2008 PROCEEDINGS

INTRODUCTION

GEN George Casey, Jr., Army Chief of Staff, noted in April 2008 that the Army was out of balance. He challenged Army leaders to configure a strategy to place the Army in balance by 2011 through four imperatives: Transformation, Preparation, Reset and Sustain. He challenged the Installation Management Command (IMCOM) to devise a strategy to achieve that balance. LTG Robert Wilson, the Assistant Chief of Staff for Installation Management, and Commanding General, IMCOM, noted that the installation footprints were being reshaped through BRAC and the Global Defense Posture Realignment. Simultaneously, the Army was converting to a modular force, and helping to make the United States Army Reserve more operational.¹⁶⁷

During the winter of 2008, a recent report from the General Accounting Office (GAO) advised that the cost of consolidating defense operations as mandated by the BRAC 2005 legislation had soared 48% in the past two years. The cost of closing and realigning 57 major bases and hundreds of smaller facilities had climbed from an estimated \$21B to \$31B since 2005. At the same time, projected savings had dropped 5% to about \$4B per year. In 2005, the BRAC Commission estimated that its recommendations would save the Department of Defense (DoD) \$36B over the next 20 years. The GAO could now expect to save only \$15B over that period, a decrease of 58%. Among the largest one-time cost increases was \$970M to consolidate and close NGA facilities and move them to Fort Belvoir. Also noteworthy was the \$700M allocated to close Walter Reed Army Medical Center (WRAMC) and relocate its medical care functions to the National Naval Medical Center in Bethesda, Maryland and Fort Belvoir. The GAO predicted that it would take the DoD four years longer than planned – until 2017 – to recoup up-front costs of the realignments and closings. It also warned that the Pentagon would have trouble implementing the BRAC recommendations by its 15 September 2011 deadline.¹⁶⁸

FIRST QUARTER

The first quarter of FY 08 began with a meeting on 11 October 2007 at post headquarters to discuss various wastewater management and transportation issues, BRAC updates, and master planning. Present were Fort Belvoir garrison and Fairfax County representatives. The meeting closed with a “virtual tour” of the installation. It was agreed to conduct meetings on a regular basis, with the next gathering scheduled for 6 December. Mr. Mark Canale, the Fairfax County BRAC coordinator, remarked, “The county staff is (now) participating, not reacting.”¹⁶⁹

¹⁶⁷ LTG Robert Wilson, “Installations and Families: Restoring the Balance,” *Army*, Vol. 58, No. 4 (April 2008): 20.

¹⁶⁸ NewsCall, “BRAC Costs Soar, Savings Shrink,” *Army*, Vol. 58, No. 2 (February 2008): 63-64.

¹⁶⁹ Melina Rodriguez, “Fairfax, Belvoir reps meet to discuss BRAC,” *Belvoir Eagle*, 18 October 2007.

Four days later, Mr. Gerald Connolly (D), chairman of the Fairfax County Board of Supervisors, sent a letter to Dr. Craig College at the Office of the Assistant Chief of Staff for Installation Management (ACSIM), thanking him for the opportunity to provide scoping comments on the forthcoming Environmental Assessment (EA) that would address actions associated with BRAC 133, the original recommendation dealing with DoD employees working in leased space offices in the National Capital Region (NCR). This portion of the BRAC recommendations had been omitted from the ROD pending further study. Mr. Connolly, and his colleagues on the board, favored the selection of the General Services Administration (GSA) warehouse site in Springfield for consolidation of the Washington Headquarters Services (WHS) employees. He cited nearby amenities, as well as convenient travel times to the GSA rather than to sites further north such as the Mark Center, adjacent to I-395, and the Victory Center along the I-495 Beltway.

Fairfax County officials had always been anxious to discuss the merits of the GSA site, and to work with the Army to assist in securing its legal transfer from the GSA to the Department of the Army (DA). Above all, they believed that consideration of the Victory Center site, which was more distant from multi-modal transportation options, and where access would be hampered by lengthy road construction, did not best meet workforce protection needs. They strongly supported the GSA as first choice, but a hybrid approach, including the GSA and the Victory Center, might also be appropriate. To meet these needs, 13 pages of environmental assessment comments were included with the cover letter.

On 16 October, the garrison conducted the Community Update Breakfast (CUB) at the Officers' Club. This annual event allowed the Garrison Commander, COL Brian W. Lauritzen, the opportunity to brief community elected and appointed leaders on changes throughout the post, and the progress of BRAC. He predicted that a pending Memorandum of Agreement (MOA) between the Army, the Federal Highway Administration (FHWA) and the Virginia Department of Transportation (VDOT) would lead to final completion of the Fairfax County Parkway from Rolling Road to Fullerton Road along the southern/western border of the EPG. More than 100 people attended this event which featured updates on a plethora of other issues, including BRAC. REP James Moran (D-8th VA District) described the increased attention among his Congressional colleagues to Fort Belvoir as a result of BRAC, and the expected transformation of the post in the next five years.¹⁷⁰

Transportation issues again came to light on 25 October when the MetroMarine Holdings/Kettler Company organized a trial ferry run from the Quantico Marine Corps Base along the Potomac River to the Washington Navy Yard in the District of Columbia with projected intermediate stops at Fort Belvoir, Alexandria and the National Harbor on the Maryland shore. The purpose was to highlight and develop alternative transportation options for the commuting workforce.

¹⁷⁰ Julia LeDoux, "Belvoir updates local community," *Belvoir Eagle*, 18 October 2007.

On 30 October, Mr. Donald Carr, director of the Public Affairs Office, presented an evening briefing on BRAC to a realtors' organization at the Kingstowne Library, just outside the Telegraph Gate along Beulah Road.

A newspaper article, which appeared on 31 October, noted the continuing clean-up of the EPG site. It remarked that a huge chunk of the EPG had been cleared of munitions and debris, but much work still needed to be done. All the land east of Accotink Creek, and the section of land for the Fairfax County Parkway connector, had been cleared. However, the Army and VDOT had still not agreed on who would build the roadway. The bulk of the waste that had been unearthed and demolished included munitions fragments, land mines, training mines, other munitions and fuses. Anything resembling ordnance was de-militarized through demolition or shredding, followed by crating and shipment to a recycling center. In all, 120 tons of contaminated soil was drummed and shipped off to soil-recycling facilities. More than 20,000 "munitions and explosives of concern" had been recovered. Some of these munitions had been buried very deeply, and unearthing them proved especially difficult at times. Cleanup operations continued throughout the entire review period. A later media advisory on 11 September noted the expected detonation of unexploded ordnance at EPG on the following day. Residents in the area were alerted that they would be able to hear and feel the blast.¹⁷¹

The BRAC 133 issue reasserted itself on 29 October when the American Building Corporation (ABC) offered an unsolicited bid to the DoD that proposed to relocate up to 6,500 employees from the WHS to Manassas Park in Prince William County, Virginia as part of BRAC. The proposed 115-acre public-private development, entitled Blooms Grove Station, would be located on Manassas Drive east of Euclid Avenue on the same land that the city hall and several other buildings currently occupied. It would be a mixed-use development with housing for the new employees, a public library, a civic center, specialty shopping, and recreational and environmental amenities. To address traffic concerns, the project would include a free monorail system that would provide transit to the entire community and a conversion of the 10-station Virginia Railway Express (VRE) Manassas line to a two-way "metro-like" system providing access both east and west throughout the normal day. On Tuesday evening, 6 November, the Manassas Park city council passed a resolution expressing its support for the project. On 20 December, however, the Army announced that it would not take advantage of the ABC proposal. ABC president Dave Wilmore expressed disappointment. The Army maintained that the owner of the property, QMT Associates, Inc., would not have enough time to sell the property to the Army and begin construction to meet the 2011 deadline.¹⁷²

Construction for BRAC moved into high gear with the official groundbreaking ceremony for the new community hospital on the former South-9 Golf Course on 8 November at 1100 hrs.

¹⁷¹ James Callum, "Proving ground cleanup still in progress," *Fairfax Times*, 31 October 2007; Public Affairs Office, USAG, Fort Belvoir, "Fort Belvoir to Detonate Unexploded Ordnance at Engineer Proving Ground," 11 September 2008.

¹⁷² Kipp Hanley, "Developer seeks DoD contract to bring 6,500 workers to Manassas Park," *Potomac News & Manassas Journal-Messenger*, 5 November 2007; Kipp Hanley, "City Council gives nod to contractor's proposed plan," *Potomac News & Manassas Journal-Messenger*, 7 November 2007; Kipp Hanley, "Without BRAC, M. Park shifts plan," *Potomac News & Manassas Journal-Messenger*, 22 December 2007.

VIPs included MG Eric Schoomaker, Commanding General, North Atlantic Regional Medical Command and WRAMC, and MG Gale Pollack, Commanding General, U.S. Army Medical Command and acting Surgeon General. Attendees noted that the new hospital would cost \$747M.¹⁷³

Planning Integration Board

During the first quarter of FY 08, regular meetings of the Planning Integration Board (PIB) were conducted at the Tompkins Basin Outdoor Recreation Office. These meetings started in late February 2007 as an ad hoc group that later met informally, semi-monthly on the second and fourth Thursday of each month. They evolved from the program planning charrettes relating to the siting work prepared by BNVP for each of the major projects. The PIB idea was first suggested by Mr. Daniel O'Brien, the installation Master Planner.

The meetings were formalized in March-April 2007, and especially with the arrival in July of COL Mark Moffatt who had been designated the Deputy Garrison Commander for Transformation and BRAC. COL Moffatt replaced Ms. JoAnn Blanks as the BRAC Implementation Team Leader (BITL). As the presiding officer, COL Moffatt was normally assisted by Mr. Tom Ryburn, the BNVP BRAC contract leader. The meetings usually averaged 40-50 attendees. The focus changed constantly, but the objective was to conduct a forum to resolve issues related to BRAC, program management, and master planning. Each meeting was held in two parts: the Action Plan update, and the Individual Project Overview. Formal meetings were normally followed by an Executive Session. On alternate weeks, an Installation Board meeting was conducted to address scheduling in an alternate forum. The installation BRAC office assumed responsibility for orchestrating and facilitating the regular meetings.

During July-September 2007, the evolution of the NGA and the hospital projects prompted the decision to combine all interim meetings, thus eliminating duplication of effort by installations staffers and BNVP staff. Also, the value of breaking the resulting meeting into general and executive sessions was realized and implemented.

Attendees included the Program Managers for incoming agencies; counterparts from the garrison directorates; BRAC augmentees (i.e., BNVP, USACE, etc.); and ACSIM representatives.

The PIB originally started out as a “gripe” session or sounding board in which participants could register complaints. That scenario evolved into a “back-briefing” organization in which the main program managers could discuss the resolution of problems and assist in each other’s accomplishments. COL Moffatt later described the PIB as a “valuable centerpiece in BRAC planning.”

A major continuing feature/requirement for the PIB was how to improve the integration process. There were many conflicting/opposing/contributing issues that had to be resolved. Was a “summit meeting” required to resolve the improvement of the integration process? This question continually surfaced throughout the review period. The primary mechanism

¹⁷³ Julia LeDoux, “DeWitt breaks ground for new hospital,” *Belvoir Eagle*, 15 November 2007.

used to track the progress of the numerous construction projects was the Master Integrated Program Schedule (MIPS), a Primavera-based software tool. LTC Eric Harter of the Belvoir Integration Office (BIO) managed the schedule integration. It was intended to track the implementation of BRAC 133/WHS, the revised Fort Belvoir Master Plan, and their related environmental studies. MIPS provided a common schedule so that all involved organizations could see how their activity related to and affected the overall program. It also established accountability for all functions. The Belvoir BIO was organized by the USACE, Baltimore District to handle master scheduling, and especially the coordination between the various USACE districts, VDOT and FHWA. It served as a “clearing house” for the sharing of information, and the resolution of problems.¹⁷⁴

The main group also contained a number of working groups (i.e., Transportation Working Group and the EPG Working Group). Ongoing projects under review included BRAC 169-Community Hospital; BRAC 168-NGA; BRAC 134-Missile Defense Agency (MDA) Headquarters Command Center Project; BRAC 5- Program Executive Office-Enterprise Information Systems (PEO-EIS); BRAC 132-Army Leased Space; BRAC 167-Rivanna Station; EPG Infrastructure; and Main Post Infrastructure.

The PIB at Fort Belvoir was the first of its kind among the major Army installations affected by BRAC. It was noted very early that the PIB successes might well serve as a model for PIBs at other installations.

During the week of 19 November, Arlington County convened a new organization, entitled the BRAC Transition Center, to meet in Crystal City. The effort was an attempt to lessen the pain from the upcoming transition. Arlington County Board of Supervisors member Barbara Favola (D) described it as, “...an example of how Arlington is choosing to deal with the challenge.” The center included public computers for résumé building, and a database with public and private defense-related job openings in the area. What made it unusual was an offering of conference rooms where BRAC-related employees could receive face-to-face job counseling from trained officials.¹⁷⁵

On 30 November, Prince William County officials announced a plan to use a \$120,622 grant from DoD to hire a BRAC coordinator, similar to that in Fairfax County. The coordinator, Mr. David Moss, would be the county’s point-of-contact (POC) for the changes at Fort Belvoir and Quantico who would be required to write grant applications for future BRAC-related funding. It was an annual grant which required re-application. A separate \$199K state grant would be shared with Stafford County further to the south. Prince William County officials intended to use \$99K of this grant to construct several bus shelters along Route 1, with a BRAC recommendation to improve bus service. The remaining \$100K would be used for a transportation study, to be administered by the Quantico Growth Management Committee.¹⁷⁶

¹⁷⁴ BNVP, Fort Belvoir BRAC Newsletter – Issue No. 5, April 2008; Interview with COL Mark Moffatt, 22 September 2008; Email, Malcolm Atkins to Gustav Person, 30 September 2008.

¹⁷⁵ David Schultz, “Easing the transition,” *The Gazette*, 21 November 2007.

¹⁷⁶ Staff Report, “Prince William looks to hire a BRAC coordinator,” *Washington Business Journal*, 4 December 2007.

REP Moran initiated an attempt on 3 December to accelerate the opening of the Fort Belvoir Community Hospital by including language in a Congressional 2008 Supplemental Iraq War funding bill that would pay for the faster construction of the facility. It would thereby allow the hospital to open much quicker than the original 2010 target date.¹⁷⁷

On 4 December, the garrison hosted a scheduled day-long “Transportation Summit” at the Officers’ Club. The first of a number of “open house” efforts, it sought to attract realtors/telecommuter services/office and residential movers/bus and transport services such as the Prince William County PRTC/Potomac Harbor Ferry Services/equipment sales/ GSA coordinators/Information Technology (IT) services. This event was sponsored by the garrison Directorate of Logistics. Altogether, 35 businesses attended with eye-catching displays, hand-outs and personal outreaches.¹⁷⁸

Three days later, the Garrison Commander hosted a Virginia Congressional Delegation Staffers Breakfast/Conference in the Yorktown Room at the Officers’ Club at 0845 hrs. COL Lauritzen presented a lengthy briefing to the assembled staffers which included an explanation of the Defense Access Roads (DAR) certification. Each of those five roads provided access to the EPG. Just recently, two of the five roads had been deemed non-DAR eligible after the number of employees going to the EPG had been dropped to 8,500. The re-certification had occurred in the October/November timeframe.

He also advised that the Environmental Protection Agency (EPA) was in the process of preparing a Statement of Basis – signifying acceptance by the EPA of the successful clean-up of the EPG. Additionally, within that fiscal year, a controversy had swirled around in Fairfax County concerning the expected influx of new school children into the county as a result of the BRAC process. COL Lauritzen explained that the recent Workforce Investment Board study indicated that, as a result of the omnibus BRAC actions within the entire NCR, that the Fairfax County School Board could expect a net gain of only 50 new students. Prince William County could expect the largest net gain of 358 new students. He also noted that the current thinking estimated a total growth in Fairfax County of about 265 new students as a result of BRAC.

Finally, he discussed the proposed access road into the NMUSA from the Fairfax County Parkway as a “sticking point.” The NMUSA staff and the garrison preferred a separate access road into the museum area in the vicinity of Kingman Gate to avoid requiring visitors to enter the installation proper through secure access points. However, VDOT and FHWA were raising objections to this plan.

The briefing was followed by a “windshield tour” of the installation, the construction site at EPG, and the GSA warehouse in Springfield. Attendees were impressed by the sheer size of that facility. Golf carts had to be used to move around the vast indoor area. The staff guide noted

¹⁷⁷ William C. Flook, “Virginia congressman pushes to speed hospital construction,” *The Washington Examiner*, 3 December 2007.

¹⁷⁸ Melina Rodriguez, “Transportation concerns drive conference,” and “Defense Department commuters weigh realignment options,” *Belvoir Eagle*, 6 December 2007.

that it would take at least 24 months just to move the massive Patent Office files prior to any renovation/reconstruction. On return to the Officers' Club, the group was joined by local elected leaders for lunch and a roundtable discussion.

A press release by REP Moran's office on 14 December noted that the National Defense Authorization Act, which had passed the House and Senate earlier that week, contained language allowing the Army to negotiate a transfer of the GSA warehouse to DA. Both REPs Moran and Thomas Davis (R-11th VA) applauded the action and expected the president to sign the bill.

A major story in *The Washington Post*, entitled "A Costly Shuffle," appeared in the Sunday edition, 16 December. It examined the massive job relocation as a result of BRAC in the entire NCR. The article was written by Steve Vogel, who had authored a recent book on the Pentagon. The article indicated that 95% of the jobs moving to Belvoir were coming from offices in Rosslyn, Reston, Bethesda, and particularly Crystal City. It also addressed changes at Fort Meade and the National Naval Medical Center. The large accompanying map/graphic indicated that rush-hour traffic would grow worse at nine nearby intersections, and that "severe congestion" could last three to four hours around the EPG each rush hour without any appropriate improvements or mitigations. It estimated the entire cost of construction to complete the Fairfax County Parkway, widen I-95, and add a crossing over Route 1 from North to South Posts at Fort Belvoir at \$1.5B. Furthermore, the article quoted a report by the GAO the previous week that noted that the overall cost for BRAC in the NCR could reach \$31B, \$10B more than estimated in 2005. It also cited the expected decrease in savings, at 5% less than estimated.¹⁷⁹

A press release on 18 December announced that VDOT and the Army had reached an agreement on the Fairfax County Parkway connector. Under the agreement, VDOT agreed to provide \$114.7M to the FHWA, acquire the right-of-way, and maintain the parkway after construction was completed. The Army agreed to provide the right of way around the EPG, limit the total number of personnel assigned to the EPG to 8,500, pay for all costs associated with modifications or additions to VDOT's project necessary to accommodate the BRAC improvements, complete the environmental cleanup, and pursue implementation of five other road projects providing additional access into the EPG. Additionally, the FHWA would administer the final design and construction of the connector and pursue funding for the project, including improvements at the interchanges with I-95 and the Franconia-Springfield Parkway. FHWA's most recent cost estimate was \$174M. The connector would be constructed in four phases: 1) Costing \$86M, this was the four-mile extension between Rolling and Fullerton Roads. 2) Building an interchange at Rolling Road and the EPG. 3) Relocating Hooes Road and Rolling Road. 4) Building a ramp at Boudinot Drive. Construction was expected to commence by the end of 2009. The media reported that the cost of the connector had doubled to \$174M in three years. Mr. Robert Chase, of the Northern Virginia Transportation Alliance, remarked that the parkway construction would have moved forward sooner had the Army begun cleanup

¹⁷⁹ Steve Vogel, "A Costly Shuffle," *The Washington Post*, 16 December 2007, Metro Section. The article also featured a rather arresting map/graphic illustrating the predicted new re-distribution of commuting patterns.

when Fairfax County officials urged it to do so. He also maintained that these improvements could have been constructed at less of a cost to taxpayers.¹⁸⁰

SECOND QUARTER

The winter month of January 2008 passed without many significant BRAC developments. However, on 10 January a siting meeting was conducted at the NMUSA development office (Bldg. 1812) on North Post. It had already been decided to site the museum on a portion of the 36-hole golf courses on North Post. This meeting sought to make preliminary recommendations on the exact site and integration issues.

On 2 February, garrison staff members attended the annual Mount Vernon Town Hall meeting at the Mount Vernon High School. Starting at 0730 hrs., this meeting frequently stretched into the early afternoon, and always drew a significant crowd of local residents and officials. The day's events began with numerous displays/exhibits in the cafeteria by various government and private organizations. Both REPs Moran and Davis made positive comments about working together on BRAC in their introductory remarks.

Chairman Connolly commended COL Lauritzen for listening to the Fairfax County Board of Supervisors and other community leaders on BRAC issues. They saw BRAC as a "challenge" to schools and transportation. They had also recommended the GSA site for utilization by WHS since it "intersected" with important transportation assets. Mr. Connolly summarized his remarks by stating, "Both parties have listened to each other."

COL Lauritzen pledged during his remarks that BRAC would be implemented by the deadline date on 2011. He also noted that the upcoming signing of the Fairfax County Parkway connector Memorandum of Agreement (MOA) was expected shortly (see above; the MOA was formally signed on 18 February).

On 2 February, BNVP published a new tri-fold brochure entitled, "Fort Belvoir's Transformation." It detailed construction and transportation news. The DeWitt Health Care Network also published a similar brochure entitled, "The New Fort Belvoir Community Hospital." BNVP had already distributed a new post card soliciting people to sign up for regular distribution of construction and BRAC news either by surface mail, email or telephone. That month, BNVP published its Newsletter No. 3, entitled "Transformation Through BRAC." It noted that VDOT had approved two access routes for construction traffic at EPG and the hospital site off Route 1. It also described the latest developments in the parkway connector project, noting that this project would be divided into four phases, the last two of which were currently unfunded. Finally, it was noted that the BNVP website was undergoing changes to make it easier to keep track of events during the construction process.

During February, Fairfax County staff was slated to undergo new planning process training to be known as Area Plans Review. This process would allow landowners, developers and others

¹⁸⁰ Staff Report, "Cost of 2-mile stretch doubles to \$174 million in three years," *The Washington Examiner*, 20 December 2007.

to propose changes in density or development conditions – termed “nominations,” to the county’s comprehensive plan for the area. If the plan were changed to recommend a different level of population/building density, developers could then apply for rezoning. This plan came about as a result of BRAC in southeastern Fairfax County. Also during this month, the Board of Supervisors was expected to approve the formation of a BRAC-related Area Plans Review task force. Four planning commissioners would oversee the 18-member task force. Nominations for plan changes would be accepted during the period, 3-28 March. The board would then make its final decisions by late spring 2009.¹⁸¹

On 15 February, a news story favorably described Fort Belvoir officials’ efforts to examine all options to combat increased traffic generated by BRAC. Among the options being considered were a monorail system and a water-taxi service. It applauded the use of environmental “Green technology.”¹⁸²

The U.S. Army Nuclear and Chemical Agency (USANCA) conducted a dedication ceremony on 21 February in the building adjoining the Wallace Theatre on 16th Street, previously occupied by the Thrift Shop. USANCA had inhabited quarters at the EPG at the entrance off Rolling Road. LTG James Thurman, the Army Deputy Chief of Staff Operations, G-3/5/7, presided at the ceremony at 1345 hrs. The building was expected to be renovated into a \$5M state-of-the-art facility, and was scheduled to reopen in 2009. About 20 people attended the ceremony which served as a good example of organizations moving into renovated buildings on Main Post under BRAC.¹⁸³

Board of Advisors

The eighth meeting of the Board of Advisors (BOA) convened at the Officers’ Club on the afternoon of 21 February. COL Lauritzen led off by introducing the two new Fairfax County district supervisors, Jeffrey McKay of Lee District, and Patrick Herrity of Springfield District.

The formal meeting began with a briefing by Ken Kost of BNVP on the Master Planning process. He described the series of guiding principles which his agency had used within that process. Also covered was an examination of construction projects, both BRAC and non-BRAC, planned or underway on post. He was quick to advise that not all projects were funded at that time. MG Richard Rowe, Commanding General, Military District of Washington, elaborated by noting the concurrent melding of three separate plans: the Warrior Transition Unit (WTU), post-9/11 projects, and the infrastructure.

COL Moffatt presented the specific BRAC briefing. He described the ROD process, and the implications for BRAC 133 (WHS). He also described various mitigation and transportation opportunities. He gave an update on the hospital and NGA construction, and an explanation

¹⁸¹ James Cullum, “BRAC planning spurs land use process,” *Fairfax Times*, 6 February 2008.

¹⁸² Joe Coombs, Senior Staff Reporter, “Fort Belvoir seeks way around, and over, road bottlenecks,” *Washington Business Journal*, 15 February 2008.

¹⁸³ Paul Bello, “USANCA has new plans for thrift shop,” *Belvoir Eagle*, 28 February 2008.

of the Fairfax County Parkway and DAR roads. Discussion within the board membership centered on the Parkway MOA.

Further discussion involved the Telegraph Road/Richmond Highway connector road. It was designed to replace Woodlawn Road which had been closed for security reasons as a result of 9/11. COL Lauritzen remarked that the community should decide when and how the road should be constructed, and the funding of two of the four projected lanes.

Finally, the Garrison Commander discussed the “way ahead,” which included several competing priorities: sustainment, information, reset, transformation, and collaboration with the community. He described the latter as the most important issue.

Discussion at the end of the meeting generated a list of points for the next meeting’s agenda: WHS decision-making, Master Planning evolution, and public comment. It was expected that the next meeting of the BOA would occur after the WHS decision in June 2008.¹⁸⁴

Four days later, VADM Robert Murrett, USN, Director of NGA, held a media roundtable at the current NGA headquarters in Bethesda, Md., to describe the initiatives in building the “New Campus East” at the EPG, the 2.4M square feet consolidated facility that would accommodate 8,500 employees, now spread over a variety of locations around the NCR. This facility would include a technology center, a 24-hour command center, a central utility plant and a visitor’s center.¹⁸⁵

On 26 February, Fairfax County initiated a review of its Comprehensive Plan, due to BRAC proceedings. The Comprehensive Plan was the guide used by the community, the Planning Commission and county Board of Supervisors to make decisions about the county’s development and environmental factors. This five-volume plan consisted of the Policy Plan and four Area Plans. The plan could be found on the Department of Planning and Zoning website.¹⁸⁶

The USACE, Baltimore District conducted a Public Outreach Meeting on the evening of 28 February at the Forestdale Elementary School at 6530 Elder Avenue in Springfield. Its purpose was to explain the BRAC construction program and its way ahead. About 150 people attended this event. COL Lauritzen stressed “teamwork,” and noted that this was an information session to educate and inform the public.

COL Michael Rossi, chief of the BRAC Integration Office (BIO) at Fort Belvoir, gave an overview of construction projects currently underway. That progress included the following:

- NGA construction began on 1 November 2007.
- Award of the construction project to build the Fairfax County Parkway connector, costing \$174M, was made in September/October 2007.
- Decision on the BRAC 133 (WHS) was expected by June 2008.

¹⁸⁴ See also Julia LeDoux, “BOA meets regarding master plan, BRAC,” *Belvoir Eagle*, 28 February 2008.

¹⁸⁵ Paul Bello, “NGA eagerly awaits arrival to Fort Belvoir,” *Belvoir Eagle*, 6 March 2008.

¹⁸⁶ www.fairfaxcounty.gov/dpz.comprehensiveplan. See Fairfax County Public Affairs Office Press Release, 26 February 2008.

- Completion of the new hospital construction was expected by August 2010.
- Completion of construction of the MDA HQ was expected by August 2010.
- A decision was expected soon on the exact location of the NMUSA on North Post.
- The funding of infrastructure improvements was expected to cost \$105M - \$152M for roads alone.

A question and answer period followed the formal briefings. A local resident/retiree posed questions about the placing of the NMUSA on portions of the North Post golf courses, and what that would do to the golf-playing community. COL Lauritzen had already received numerous inquiries about this issue. Dr. Richard Repeta, integration project officer for the new hospital, described the “LEED-Silver” environmental features of the new community hospital.

Attendees were invited to write and submit their comments, and also subscribe to receive regular updates on construction developments. These newsletters and other material would be sent free-of-charge to people subscribing as described above. Approximately 1550 newsletters and supporting materials were subsequently mailed out to subscribers on a regular basis.

In March, BNVP published its Newsletter No. 4 which discussed Master Planning, and the process known as “Integrated Design-Bid-Build” during the construction phases. It also introduced COL Mark Moffatt and Mr. Mark Canale to the public. It was noted that COL Moffatt was one of only eight (later expanded to ten) Army colonels selected to be placed at the largest military installations undergoing BRAC. Fort Bliss, Texas, had been the first installation to be assigned a USACE colonel as a result of the transfer of the 1st Armored Division there from Germany. COL Moffatt coordinated on a sporadic basis with the other BRAC colonels, and it did assist in resolving mutual issues. Under COL Lauritzen, COL Moffatt functioned as a peer, serving alongside the Garrison Commander and jointly addressing BRAC issues. After July 2008, under COL Blix’s command, he took more initiative and was given more responsibility in handling the myriad BRAC processes.

On 21 March, COL Lauritzen attended the quarterly meeting of the Virginia Military Advisory Council (VMAC) in Richmond. The VMAC was established to maintain a cooperative and constructive relationship between the Commonwealth and the leadership of the Armed Forces of the United States. VMAC’s mission also extended to the military commanders stationed in the Commonwealth, where they worked together to encourage regular communication on continued military facility viability, the exploration of privatization opportunities, and issues affecting preparedness, public safety and security. BRAC was a major feature of the council’s deliberations. COL Lauritzen served as a regular member. The chairman of the VMAC was MG James E. Chambers, Commanding General, U.S. Army Combined Arms Support Command and Fort Lee, Va. He took command at Fort Lee on 3 June 2008. MG Chambers replaced LTG Mitchell H. Stevenson upon his appointment as Deputy Chief of Staff Logistics, G-4.¹⁸⁷

On 31 March, the construction of the new hospital reached a major milestone with the pouring of the first concrete footing for the new complex. Concrete was emplaced for one of the new

¹⁸⁷ www.ocp.virginia.gov/Governance/VMAC.cfm.

clinic foundations (Building A). Commemorative “Challenge Coins” were tossed into the wet concrete by a number of the military dignitaries.¹⁸⁸

THIRD QUARTER

During the month of April, the Garrison Commander and members of the staff continued outreach efforts around the community. Citizen groups constantly clamored for either the commander or a member of the Speaker’s Bureau to address them concerning BRAC. On 4 April, COL Lauritzen was visited for an introductory meeting by Dr. Sam Hill, Provost of the Northern Virginia Community College (NOVA) campus in Woodbridge, Virginia, and other members of the new Quantico-Belvoir BRAC Business Alliance, Inc. Dr. Hill was already a voting member of the BOA. This group’s charter was to support and encourage community support of BRAC at both Fort Belvoir and Quantico Marine Corps Base. At the close of the meeting, the Alliance members requested the opportunity to serve as the host organization for the projected Army Community Covenant which was tentatively scheduled for kick-off in the autumn 2008.

Three days later, Mr. Carr and Mr. Travis Edwards, the new BRAC Outreach Branch Chief in the garrison Public Affairs Office, provided a BRAC update briefing to 15 representatives of the Springfield Central Revitalization Council.

On 14 April, Mr. Carr met with the Fairfax County Economic Development Authority to update 20 members on construction projects underway at EPG and on Main Post, and also the BRAC 133 Environmental Assessment (EA).

COL Lauritzen presented a BRAC update to 50 residents of the Hayfield Citizen’s Association at their monthly meeting on 17 April.

On 2 April, the USACE, Norfolk District, awarded a contract to Archer Western Contractors of Chicago to design and construct the Joint-Use Intelligence Analysis Facility (JUIAF) at Rivanna Station at Charlottesville, Virginia. The land at Rivanna Station had been purchased by the USACE for Army use on 26 February 1997. At that time, the property became a sub-installation of Fort Belvoir. The JUIAF would house analytical functions for the Defense Intelligence Agency (DIA). The 46-acre site would accommodate a facility comprising between 168,000 and 170,500 gross square feet, with a designed occupancy of 1,000 employees and parking for 625 vehicles. The contract was issued consistent with a finding of “No Significant (Environmental) Impact” by the commander, U.S. Army Garrison at Fort Belvoir. The contract was worth \$58.5M, with an additional option, worth almost \$2.5M. Archer Western was given two years from the USACE notification to design and construct the JUIAF. DoD had already estimated that this BRAC action would bring 1,500 additional long-term jobs to the Charlottesville area. A groundbreaking

¹⁸⁸ Andrew Sharbel, “Milestone hit for new hospital complex,” *Belvoir Eagle*, 3 April 2008.

ceremony announcement was expected shortly. The facility would be located on Route 29, less than 10 miles north of the town, across from the Charlottesville-Albemarle Airport.¹⁸⁹

On 17 April, the NGA awarded a four-year contract, worth \$34M, to the Systems Research and Applications Corporation to allow the agency to accomplish its mission while moving all its NCR missions and personnel to the new NCE upon completion of construction.¹⁹⁰

In April, BNVP published its Newsletter No. 5. It introduced COL Michael Rossi, Corps of Engineers, and Ken Kost. COL Rossi was a 1982 graduate of the United States Military Academy. He held a Master's degree in Civil Engineering from the Massachusetts Institute of Technology (MIT). He officially retired from the Army on 31 August. He had been serving as the director of the BIO. His 10 July retirement ceremony was actually held behind the Community Hospital construction site, an appropriate location judging from all his BRAC integration work at Fort Belvoir. Ken Kost of BNVP was a registered landscape architect. He was overseeing a \$60M contract, a team of 16 sub-consultants, and over 100 professionals, all focused on completing the BRAC transition by September 2011.

The newsletter also described the BIO, organized within the USACE, North Atlantic Division. It further described the Baltimore District which was responsible for the NGA complex, and the Norfolk District which had responsibility for the new hospital. The New England District retained supervision of the NMUSA, and environmental impact work. The newsletter went on to describe the MDA HQ, the planned Information Dominance Center on North Post, and the WTU Center, a non-BRAC facility. Further information provided coverage of the new facility at Rivanna Station (BRAC 167) which would require the DIA to re-locate 830 employees and 220 contractors from their current workstations at Bolling Air Force Base. The 12-member National Capital Planning Commission received coverage, along with its coordination and integration functions, and enhancement of historical, cultural and national resources within BRAC in the NCR.

On 29 April and 2 May, underground blasting took place at the EPG work site to clear rocks. Noise and disturbances were predicted to be minimal. Mr. William Lecos, President of the Fairfax County Chamber of Commerce, later advised that he had received no complaints thus far related to blasting.¹⁹¹

Mr. Barrie Norton, the director of the garrison Resource Management Office (RMO), sent around an email message on 8 May to directors within the garrison staff reminding them to review their previously submitted BRAC Manpower Requirements which had been forwarded in February, and briefed to the Garrison Commander and the Deputy to the Garrison Commander (DGC). These requirements noted the anticipated increases in garrison staff to accommodate the projected 19,000 new employees that would be arriving with BRAC. It was noted that the

¹⁸⁹ Joint News Release, "Army Corps of Engineers awards military contract to build Joint-Use Intelligence Analysis Facility at Rivanna Station," 2 April 2008; L. Williams, "Feds to shift jobs this way," *Charlottesville Daily Progress*, 4 April 2008.

¹⁹⁰ News Release, "Intelligence agency signs contract for move to Belvoir," *Belvoir Eagle*, 17 April 2008.

¹⁹¹ News Release, Fort Belvoir Public Affairs, 24 April 2008.

IMCOM Northeast Region (NER) would soon begin reviewing FY 2010-13 BRAC-related manpower requirements and associated workload methodology in anticipation for the IMCOM PBAC in June 2008.

In May, BNVP published their Newsletter No. 6 which covered construction of the new hospital, the Fairfax County Parkway connector, non-BRAC construction projects on the installation (i.e., the Soldier Support Center, the Dental Clinic and the North Atlantic Regional Medical Command Headquarters). It also introduced Mr. Thomas Fahrney and Dr. Richard J. Repeta. Mr. Fahrney served as the VDOT project manager and liaison for transportation issues related to implementation of BRAC at eight major military facilities in Virginia, including Fort Belvoir. His job also included protecting the public's interest. He had been an instrumental part of the team that successfully completed the MOA to design and construct the Parkway connector through the EPG (see above). He was a 1986 cum laude graduate of Virginia Commonwealth University. Dr. Repeta, a former active duty Air Force officer, was a practicing emergency room physician and director of the DeWitt integration and transition team. His team provided clinical, design and patient flow expertise to the multiple architectural and construction agencies involved with the planning and construction of the new hospital. During this time, he was also pursuing a Master's degree in Business Administration at Georgetown University.

On Wednesday evening, 28 May, a Public Information Meeting, highlighting the new hospital construction and a BRAC overview, was conducted at the Riverside Elementary School, 8410 Old Mount Vernon Road in Alexandria. The public had an opportunity to review exhibits, receive hand-outs, meet agency personnel and pose questions. Approximately 60 people attended this meeting. COL Rossi revealed that re-constructing the GSA warehouse in Springfield to house the WHS offices and personnel probably could not be completed by the BRAC-mandated deadline of 15 September 2011. This statement would doubtless result in significant attention by the media and local community leaders. The EA, involving the selection of an appropriate preferred site, was expected within a few months.¹⁹²

On 4 June, the second Transportation Open House, sponsored by the DOL, was conducted in Crystal City. It followed up on the first scheduled meeting, held at Fort Belvoir during the previous December, to explore and solicit new transportation opportunities for commuters traveling back and forth to Belvoir as a result of BRAC.

Two days later, the first meeting of the Quantico/Belvoir Regional Business Alliance, Inc. convened at a kick-off luncheon at the Officers' Club at Fort Belvoir. REP Robert J. Wittman (R-VA 1st District) delivered the keynote address. The alliance was the outgrowth of a nine-month community dialogue project initiated by NOVA Community College in a series of focus groups that explored the impact of BRAC expansion at Belvoir and Quantico. Belvoir was represented by COL Moffatt. COL Charles Dallachie represented the Quantico MCB. Each of the founding business members had already contributed \$1,500.¹⁹³

¹⁹² Chuck Hagee, "BRAC Deadline in Jeopardy," *Mount Vernon Gazette*, 5 June 2008.

¹⁹³ Julia LeDoux, "Belvoir, Quantico businesses form regional alliance," *Belvoir Eagle*, 12 June 2008.

In June, BNVP published its Newsletter No. 7. It described the first steel support beams emplaced in the ground for the NGA New Campus East facility at EPG. It also provided a road projects update, and stressed safety as an important consideration and top priority for all concerned. The publication introduced John Malcolm Atkins and James Curren. Mr. Atkins served as the deputy director of the Fort Belvoir BRAC Office, working directly for COL Moffatt, and assisting in the administration of the PIB. Mr. Curren was the Transportation Lead for the BNVP team. His duties included studies and analyses to support siting decisions for major tenants on post, the Environmental Impact Study (EIS), traffic management, and coordination with transportation agencies to develop and implement transportation improvements such as the Fairfax County Parkway connector.

Finally, the newsletter announced the retirement of COL Lauritzen in July after 26 years of Army service. His legacy was cited as the ability to work effectively with state, local and Federal agencies, as well as the communities that made up Fort Belvoir.

On the morning of 26 June, selected Garrison staff members attended the Tri-Chamber Breakfast at the Springfield Hilton Hotel as the three local Chambers of Commerce bid a formal farewell to COL Lauritzen. Supervisors Herrity and McKay were also in attendance.

During his remarks, COL Lauritzen noted that this would be his last public appearance outside the post gate prior to his change-of-command and retirement. He cited the following successes in the recent past:

- The housing privatization project on post for which, over the first eight years (2003-2011), a total of \$700M had been invested.
- He discussed the disposition of the Washington Headquarters Services as a result of BRAC. The final siting decision was expected in late September 2008, and \$1.1B had been set aside for the re-location.
- The new Community Hospital would include 2,600 parking spaces. Construction was scheduled to be completed by August 2010. Architectural plans were based on a concept of “Evidence-Based Design.”
- He expected the contract for the Fairfax County Parkway connector to be awarded in October 2008 for Phases I & II. Completion was scheduled for December 2010.
- He described the construction of the Telegraph Road/Route 1 connector. Two lanes would be constructed first at a cost of \$31M. Completion of that first phase was projected for 2010.
- BRAC had also provided benefits to the installation as major improvements would be made to the infrastructure. These improvements would be managed through the installation Master Plan.
- The Soldier Family Assistance Center was currently located on an interim basis in Buildings 200 and 210, prior to moving to a state-of-the-art building complex along 9th Street next to the new hospital.
- Finally, he noted that a decision would be made in September 2008 as to the location of the NMUSA.

During the week of 28 June, REP Moran announced the authorization of \$1.4B for BRAC construction at Fort Belvoir, included in the FY 08 Military Construction Appropriations bill which was approved by the House Appropriations Committee. BRAC-related military construction projects included \$744M for the NGA, \$274M for a Fort Belvoir office complex at a site to be determined that year (possibly the GSA site) for the WHS, \$198M for the hospital replacement, \$91M for Fort Belvoir infrastructure support, \$36M for DAR roads in and around the EPG, as well as funding for various additional agencies.

That did not quell the frustration of Supervisors Hyland and McKay who were faced with many identified infrastructure needs, and no money to fund them. During a public hearing on the proposed six-year VDOT Secondary System Construction Program for FYs 2009-14, the supervisors had heard the bad news that the already lean funding was to be decreased by about 45% from \$119M to \$65M, during FYs 2008-13. The reduction was due to several factors which included the Virginia General Assembly's elimination of the recently enacted abusive-driver fees, increased highway maintenance costs and lower transportation revenue. Mr. Hyland remarked that, "The Army, the Federal government, and Congress have been in my opinion of no help whatsoever in terms of giving us the funding that we know needs to be there to make the improvements that are necessary." Therefore, the proposed Six-Year VDOT Secondary System Construction Program for FYs 2009-14, as passed by the Fairfax County Board of Supervisors on 30 June, contained an amendment by Mount Vernon District Supervisor Hyland that directed the county Department of Transportation to review surrounding BRAC Area Plan Review (APR) nominations for development in the area, and recommend any improvements necessary to ensure an operable level of service in the affected communities.¹⁹⁴

FOURTH QUARTER

Change-of-Command

On 2 July, during an impressive change-of-command ceremony on the Long Parade Ground in front of post headquarters, COL Lauritzen passed command of the garrison to COL Jerry L. Blixt. The host commander was BG Dennis E. Rogers, Director, National Capital Region District of the IMCOM. COL Blixt, a Military Intelligence officer, had already served in a wide variety of command and staff positions. His last duty position was as Military Executive (MX) for the Director, Analysis and Production, and then as MX for the Director, NGA. He was therefore closely involved with BRAC planning at the highest levels prior to his appointment at Fort Belvoir. That fact was proved doubly important when it was realized that the Garrison Commander was ultimately responsible for supervising all aspects of BRAC at Fort Belvoir.¹⁹⁵

On the following day, DoD officials participated in a groundbreaking ceremony to begin construction of the expansion of the National Naval Medical Center in Bethesda, Md. The \$970M

¹⁹⁴ Steve Hunt, "No Help on BRAC; Ft. Belvoir Gets \$1.4 Billion for BRAC, County Gets Zero," *Mount Vernon Voice*, 2 July 2008; BNVP BRAC Newsletter – Issue No. 8, July 2008.

¹⁹⁵ Chuck Hagee, "Belvoir Changes Command," *Mount Vernon Gazette*, 3 July 2008

project was expected to add or renovate 2.5M SF of hospital space. President George W. Bush participated with Deputy Secretary of Defense Gordon England.¹⁹⁶

Marking a significant milestone, the first steel column of the new hospital at Fort Belvoir was raised on 9 July, marking the start of vertical construction on the 1.2M SF facility. COL Blixt affixed his commander's coin to the first vertical beam. COL Daniel Gall, Deputy Commander for Administration at DeWitt Community Hospital, remarked "Our success depends on the contributions of our active, reserve, civilian and contract personnel and their families."¹⁹⁷

On 10 July, the PIB conducted a welcoming meeting for COL Blixt in the command conference room at post headquarters. This coincided with the publication of the BNVP Newsletter No. 8 which featured an introductory article on the new commander. It was noted that this was the second time that COL Blixt had followed COL Lauritzen in a command position – the first having been as commander, Headquarters Battalion at Fort Myer, Virginia in July 2002. "It never hurts to take over command from a good friend, especially Brian [Lauritzen]," said Blixt. He had already pledged to continue to maintain and build relationships with the community, coordinate with neighbors, and move forward with the mission. The newsletter also introduced Mr. James Turkel who had been appointed as chief of the Belvoir Integration Office (BIO) by the USACE North Atlantic Division (NAD) commander, BG Todd Semonite, on 17 April 2007. He was responsible for administering and executing more than \$3.5B of USACE projects at Fort Belvoir, the majority of which were BRAC-related decisions.

A related, sidebar article noted the imminent retirement of Mr. Turkel's predecessor, COL Michael Rossi, who was awarded the Legion of Merit by LTG Robert L. Van Antwerp, Chief of Engineers, during his retirement ceremony on 10 July. The newsletter also explained the role of the PEO-EIS BRAC Task Force. The PEO was slated to move over 400 personnel (military, government civilians and contractors) to Fort Belvoir under BRAC 5.

On 14 July, the final EA and the draft Finding of No Significant Impact (FONSI), relating to the disposition of the WHS, were released for public review. This 30-day review period would expire on 13 August. It was noted that following the ROD in August 2007, the Army initiated both an ongoing competition among private developers to evaluate other potential sites for BRAC 133, and an EA. Relocation of BRAC 133 elements would require up to 1.8M SF of existing or newly-constructed administrative and specific-function space, and 1.3M SF of associated parking facilities. As noted above, three sites were considered and evaluated as alternatives for BRAC 133. The EA also evaluated the No Action Alternative in which BRAC 133 agencies would remain where they were, and not be relocated. Two other site alternatives for BRAC 133, the EPG and Fort Belvoir Main Post were previously considered and evaluated in the July 2007 EIS and therefore were not evaluated in this EA. The EA normally examined in detail the potential effects of the four alternatives in the areas of environmental and socioeconomic concern, land use, transportation, air quality, noise, geology and soils, water resources, biological resources

¹⁹⁶ DoD Press Release, "Officials break ground for new Bethesda Military Medical Center," *Belvoir Eagle*, 10 July 2008.

¹⁹⁷ Chuck Widener, DeWitt Health Care Network, "New Hospital construction takes next turn," *Belvoir Eagle*, 10 July 2008.

cultural resources, socioeconomics (including environmental justice and protection of children), aesthetics and visual resources, utilities, and hazardous and toxic materials.

The Army issued a draft FONSI because the EA showed that implementation of the proposed action under any of the alternatives would result in a combination of short- and long-term minor effects. Various mitigation measures were therefore recommended to reduce, avoid, or compensate for adverse effects.¹⁹⁸

Also on 14 July, a temporary access road was opened through the old Central Motors dealership on Fullerton Road adjoining I-95. It allowed construction traffic to enter and exit the EPG. The current temporary construction access road at the Barta/Backlick Road entrance was scheduled to close on 18 August. Demolition of the Central Motors building at 7238 Fullerton Road also began this day for the first phase of the Fairfax County Parkway connector construction. Demolition was expected to last three weeks.¹⁹⁹

National Museum of the United States Army

The design and construction of the NMUSA had already been rolled over into the Fort Belvoir Master Plan, concurrent with the BRAC proceedings. The NMUSA project remained on schedule to open to the public in June 2013.

The USACE, New England District had previously identified Skidmore, Owings & Merrill, LLP of New York (SOM) as the best qualified firm for design of the NMUSA. That selection allowed the Army and SOM to proceed with negotiations toward an approved contract. The first phase of museum construction was scheduled to begin in 2010 of a 152,000 SF museum complex on 55 acres of publicly-accessible land on the Preferred Site, approximately 20 miles south of Washington, D.C. The firm held a first-rate reputation for quality design of some of the most prominent and iconic structures erected in the previous 15 years. Their signature works included the Sears Tower and John Hancock Center in Chicago; the Joseph H. Hirshhorn Museum and Sculpture Garden in Washington, D.C.; and the new Infinity Tower in Dubai.

In a related action, the USACE had recently contracted Manhattan Construction to design and build a 124,000 SF Museum Support Center at Fort Belvoir at the corner of Theote Road and Tracey Loop on South Post. The \$24.4M support center would serve as the Army Center of Excellence “to preserve, study and interpret the material culture and artistic record of the American Soldier.” It would provide museum-safe housing and multiple storage areas with varying climate controls and laboratories to treat and examine historic artifacts, art and archive pieces.²⁰⁰

¹⁹⁸ See www.belvoirmewvision.com, or www.hqda.army.mil/acsim/brac/env_ea_review.htm.

¹⁹⁹ Ann Johnson, “Central Motors access road to open for construction traffic soon,” and Lillian Kafka, “Fairfax County Parkway extension underway,” *Belvoir Eagle*, 17 July 2008.

²⁰⁰ “Army Negotiates Museum Design Contract, Selects Builder for Support Center,” *Call To Duty*, Newsletter of the Capital Campaign for the National Museum of the United States Army, Vol. 3, Issue 3 (September 2008).

On 11 August, a groundbreaking ceremony was conducted for the new Joint-Use Intelligence Analysis Facility (JUIAF) at Rivanna Station in Charlottesville, Va. The DIA Director, LTG Michael D. Maples, and REP Virgil Goode (R-5th VA District) were the keynote speakers. Also participating were COL Blixt as Garrison Commander, and other garrison staff members. By September 2008, preliminary reports indicated that all Base Operations (BASOPs) support would later be transferred to Fort Lee, meaning an eventual formal transfer as a sub-installation to that post. However, this proposal was never implemented.²⁰¹

The FHWA administration conducted a public outreach hearing on 20 August at the Greater Springfield Volunteer Fire Department at 7011 Backlick Road in Springfield, seeking citizen input on two proposed ramps that would directly connect I-95 and the EPG at Newington. The fire station was located along the eastern border of the EPG.

The contractor Clark/Balfour Beatty hosted a “steel-signing” ceremony on 3 September for the NGA-New Campus East at the EPG. The ceremony marked the placement of the first major vertical steel beam going into the main office building.²⁰²

Two days later, COL Moffatt hosted a meeting with Mr. Theodore Hartman and two staff members from Fort Meade, Md. at the BRAC office in the DPW building. Mr. Hartman served as the BRAC Implementation Team Leader (BITL) at Fort Meade. The meeting was scheduled to discuss setting up a similar BRAC office at Fort Meade.

According to a recent report by the Center for Economic Assessment, and the Center for Regional Analysis, Northern Virginia would reap many benefits as a result of the latest BRAC round. It was predicted that BRAC and non-BRAC related construction activities at Fort Belvoir would create 50,359 construction and related jobs, add \$3.3B in new earnings, and \$7B in total economic activity during the build-out phase during the period 2007-11. The report also indicated that Federal agencies in the NCR were seeking \$11.6B in funding for 190 other construction projects through 2014.

The same report placed total outlays associated with the proposed development programs at \$4.1B, exclusive of construction activities. Those figures contrasted with previous BRAC rounds (1988 – 1999) in which 20% of DoD’s capacity in the NCR was eliminated, and which produced a net savings of approximately \$17.7B with recurring savings of \$7B annually.²⁰³

BRAC 133

On Monday, 8 September, the Fairfax County Board of Supervisors voted to send a letter to the SECARMY urging him to select the GSA site for the WHS. This letter was copied to the Virginia CODEL, Governor Timothy Kaine, and the members of the Fairfax County delegation

²⁰¹ Travis Edwards, “Construction begins at Belvoir substation,” *Belvoir Eagle*, 14 August 2008.

²⁰² NGA Public Affairs, “First steel placed in NCE main building,” *Belvoir Eagle*, 4 September 2008.

²⁰³ Google News Alert, *OhMyGov!* – Washington DC, USA, 9 September 2008.

to the General Assembly. The letter noted the proximity of the GSA site to the Franconia-Springfield METRO station.²⁰⁴

A significant milestone in the BRAC proceedings was reached on 15 September, the exact half-way point in the run-up to the legislative-mandated deadline of 15 September 2011. Exactly three years therefore remained for the completion of all projects, plus transportation and infrastructure improvements. A week-long Belvoir installation-wide transportation survey to gather information on the commuting habits and opinions of potential transportation commuters was initiated online. The survey asked 20 questions ranging from current transportation usage to potential future usage. By the survey's fifth day, more than 3,110 personnel had completed it. The survey was hosted on the BNVP website. Its results would be announced in the coming weeks.

Two letters to the editor, appearing in consecutive Sunday editions of *The Washington Post*, debated the expediency of placing the WHS at one of three sites in Fairfax County. Gerald L. Gordon of Vienna, Va. discussed the available space at the GSA site, and noted that it contained more than enough of the 148-foot setback that DoD officials now required for secure locations. His letter also cited the proximity to transportation locations. He noted that the GSA site also coincided with Congressional specifications that under-used military or Federal government properties were to be used for DoD operations as a result of the BRAC recommendations. It further noted that the GSA site was one of the three options that met that Congressional intent. The other two sites in Alexandria were privately owned.²⁰⁵

A contrary view was expressed by James K. Hartmann who responded to Mr. Gordon's letter. Mr. Hartmann, the city manager of the City of Alexandria, remarked that only the two Alexandria sites could accommodate the Army deadline of September 2011 from both the construction and transportation standpoints. Neither Alexandria site required re-development, nor any re-location of existing uses, nor any major expenses involved in that. He noted that the City of Alexandria supported both the Mark Center and the Victory Center, and stood ready to work with the Federal government and the property owners to meet the Army's objectives and timelines.²⁰⁶

²⁰⁴ Many of the comments were very incendiary. Mr. Connolly remarked that, "We are hearing reports that it is already a cooked deal," and the decision would be "fraught with catastrophic consequences." Mr. Herrity said that it appeared to him that the Army was "hell bent on making a decision" that would put the WHS on "an unsecured private site instead of a secure government site." He expressed this frustration with the Army, and its lack of transparency in the procurement process for the land. See Steve Hunt, "Supervisors Urge Army to Choose GSA Site," *Mount Vernon Voice*, 10 September 2008. Another article by Steve Hunt in the same publication on 17 September ("County, City at Odds Over BRAC Siting"), noted the opposition of county and Alexandria officials over the siting of the WHS. Stephanie Landrum, the senior vice president of the Alexandria Economic Development Partnership, pointed out that since Alexandria was slated to lose about 7,300 jobs under BRAC, it was only fair that that job loss should be mitigated by keeping as many of them as possible in the city limits.

²⁰⁵ Gerald L. Gordon, "The Best Spot for 6,200 Army Workers," *The Washington Post*, 14 September 2008, Outlook Section. The writer was president and CEO of the Fairfax County Economic Development Authority.

²⁰⁶ James K. Hartmann, "The Best Spot for 6,200 Army Workers (Cont'd)," *The Washington Post*, 21 September 2008, Outlook Section.

As September progressed, most commentators predicted that DA officials were likely to re-locate the 6,400 jobs to Alexandria, not to the GSA site preferred by state, county and congressional leaders. Assistant Secretary of the Army for Installations and Environment Keith Eastin had previously examined the GSA site, doubted its suitability, and pronounced, “You have to see it for yourself. It is an incredible operation. The Patent and Trademark Office have their files there. It is beyond description.”²⁰⁷

As that controversy continued, a new temporary entrance road was opened on 29 September allowing construction traffic to access the hospital site from Route 1 near Pence Gate. This entrance would replace the original overworked entrance to the site off Gunston Road.

At 1400 hrs. on 29 September, Mr. Eastin traveled to Capitol Hill to brief the Virginia CODEL and the House and Senate Armed Services Committees on the DA decision on BRAC 133. Shortly thereafter, COL Blixt began telephoning the local community leaders, such as Messieurs Hyland, Herrity and McKay, to brief them personally on the decision. The Army had announced that the Mark Center in Alexandria had been chosen as the future home of the WHS personnel. Two high-rise office buildings would be built on the 16-acre site.²⁰⁸

The Army undertook this process following an agreement to cap the EPG population at 8,500. The decision was based mainly on concern for the traffic network around that site. At that time, the Congress passed legislation to allow the Army to consider the GSA site or other locations in its search for a suitable site for the other 6,400 jobs. A Request For Proposal (RFP) was developed and issued that set forth the government’s requirements in a clear manner. The RFP was crafted to facilitate a fair competition. Similarly, a set of criteria or evaluation factors was developed that reflected the project features or considerations of importance that would enable the government to discriminate among the sites. A total of five sites were evaluated.

A panel was formed, comprised of Army and DoD personnel, reflecting a mix of technical and professional backgrounds appropriate to conducting a comprehensive analysis of the proposals against the specified factors. Additionally, representatives from several private-sector firms with appropriate expertise, such as traffic engineering, were available to the team for consultation. An advisory committee comprised of several senior-level DOD and Army officials, reviewed the panel’s findings and recommendation before a final decision was made.

The Mark Center had a number of advantages over the other private or government sites. It minimized the change in travel patterns for existing employees. Therefore, most employees located in Virginia would follow the same routes to work as they already used. There was a robust local roadway network surrounding the Mark Center site. It was adjacent to the I-395/I-95 High Occupancy Vehicular (HOV) lanes. The current HOT (High Occupancy Toll) Lanes Project in Virginia would also convert the I-395/I-95 HOV lanes to HOT lanes. Local bus service

²⁰⁷ Sandhya Somashekhar and Amy Gardner, “Springfield Site Losing Out to Alexandria for Defense Jobs,” *The Washington Post*, 25 September 2008.

²⁰⁸ Army Public Affairs New Release, “Army Selects Virginia Location for BRAC 133 Personnel,” 29 September 2008.

presented the opportunity to achieve higher transit availability than the other sites. The Mark Center also had more residential communities within easy walking or biking distance than any of the other sites.

The Mark Center was determined to be both technically superior and lower in cost than the other sites. The guaranteed maximum price of the Mark Center was \$953,093,213.00. Additionally, the GSA site would still not have been cost competitive to the Mark Center, due mainly to the high cost of relocating the current tenants and demolishing the existing GSA warehouse.

The Mark Center site would provide structured and secured parking for no less than 60% of the entire BRAC 133 population. In addition, a transportation working group would be commissioned which would develop specific and focused transportation solutions to BRAC 133 commuting and DoD personnel transportation requirements.

Acquisition of the Mark Center site was expected to occur within 60 days of a contract award. Under the current schedule, the BRAC 133 personnel would begin moving into the Mark Center in June 2011.²⁰⁹

“The decision concludes more than a year of work by hundreds of people in the Army, surrounding communities, and all levels of government to develop proposals and options for review by the selection board,” said Mr. Eastin. Evaluators had begun work in September 2007 to study alternative sites including the GSA site in Springfield and commercial sites in the region. In arriving at the Mark Center decision, Eastin said the Army considered multiple factors, including project timelines, transportation management and site adaptability. The Army now had to buy the Mark Center to make it part of Fort Belvoir.

“The Mark Center minimizes to the greatest extent practicable disruption of current commuting needs and mission coordination requirements of the workers,” said James Turkel who led the evaluation team. Mr. Eastin echoed the point, “The new commute for the realigned personnel supports their mission by keeping them in close proximity to the Pentagon agencies and senior leaders they support,” he said.

According to the USACE, the Army planned to make the purchase before the end of the year, with construction scheduled to begin on the site in January 2009.

Predictably, the Army decision raised a great deal of controversy throughout the region. The decision was lauded by Alexandria officials, including Mayor William D. Euille. REP Davis said it would relieve traffic around Fort Belvoir and the nearby EPG. REP Moran, a former mayor of Alexandria, expressed some disappointment. Fairfax County and state officials, however, were sharply critical of the Mark Center, which they said was the least desirable of the three sites. Mr. Connolly remarked that it was at least five miles from the nearest METRO stop, and would thus increase traffic, especially for commuters traveling from the south. Peter Scholtz, a senior vice president for Duke Realty, which managed the Mark Center for the Winkler Company, said

²⁰⁹ James Turkel, “BRAC #133 Decision Talking Points,” 30 September 2008.

the property offered several key advantages. Because the land was unoccupied, the Army could construct the offices to its own specifications. It was adjacent to a large hotel and convention center, and it was within walking distance of homes and restaurants. Mr. Eastin had also noted that the Mark Center was adjacent to I-395, and the Army, along with Alexandria officials, was planning for buses to shuttle commuters from parking lots, the King Street METRO station and Virginia Railway Express (VRE) stations during rush hours.²¹⁰

A local newspaper attacked the decision as “Cheap, Easy and Dead Wrong.” An additional editorial, entitled “A Rush to Failure,” vigorously disputed the Army’s reasons for selecting the Mark Center site. The Army was accused of being unhappy with the concerns of state and local officials, resisted using the GSA site with its convenient transportation facilities, and finally, being annoyed by the “valid, vociferously expressed concerns of community members.” The final outcome was predicted as being very much in doubt.²¹¹

The *Alexandria Gazette Packet* criticized the Mark Center’s lack of accessibility to the METRO. Alternately, both other sites provided easy access to local rail transportation. Mr. Scholtz of Duke Realty had already advised of a very functional multi-modal transportation plan that would provide access and connectivity to various buses; in effect, a mini “Pentagon Transportation Center.”²¹²

CONCLUSION

With the decision on BRAC 133, the BRAC process passed from the plans and decision phase to a new period concentrating on construction and implementation. A great deal of deliberation, planning and sometimes acrimonious debate had accompanied each major decision since May 2005 when the DoD BRAC recommendations had first been announced.

It now remained the major task of the planners to integrate the various construction projects underway to avoid conflicts, interferences and delays. BRAC planners also had to worry about personnel turbulence since many people, whose agencies were scheduled to move from the NCR, would doubtless prefer to remain in the Washington, D.C. area. Departing agencies were expected to begin to leave the NCR in 2009.

Above all, transportation remained the single most important and overriding issue in BRAC and infrastructure planning. That issue had forestalled the Army’s initial plan to place the WHS agencies at the EPG. The decision to re-locate WHS to the Mark Center in Alexandria introduced a whole new set of transportation problems which had to be solved. DA moved forward with confidence that they had “got it right.”

²¹⁰ Sandhya Somashekhar and Amy Gardner, “Alexandria Site Picked For 6,400 Army Jobs,” *The Washington Post*, 30 September 2008.

²¹¹ Steve Hunt, “BRAC 133: ‘Cheap, Easy and Dead Wrong’ Choice,” and Editorial, “A Rush to Failure,” *Mount Vernon Voice*, 1 October 2008.

²¹² Chuck Hagee, “Mark Center Chosen As Final BRAC Site,” *Alexandria Gazette Packet*, 2 October 2008.

Chapter Six

FISCAL YEAR 2009 CONSTRUCTION & COORDINATION

With the conclusion of FY 08, the BRAC proceedings moved from the major decisional phases to the construction/implementation phases.

FIRST QUARTER

The First Quarter of FY 2009 began with the announcement by the USACE Belvoir Integration Office (BIO) that representatives of the USACE, Fort Belvoir, and officials of the TMG Construction Co. would convene for an infrastructure groundbreaking ceremony at the Fort Belvoir North Area (FBNA) on 2 October. The Garrison Commander had decided to use this official title, rather than the previous Engineer Proving Ground designation. It signaled the start of a \$10M project to construct infrastructure elements, efforts to build water, sewer, electrical, informational technology, and other critical infrastructure systems.

BNVP had already published eight (8) informational Newsletters by the beginning of FY 09. Its latest edition, No. 9 in October, discussed the award of a Design-Build contract on 18 August 2008 by the USACE, Baltimore District, to Foulger-Pratt Contracting, LLC for \$33M for the construction of the Missile Defense Agency (MDA) Headquarters (HQ). The building, to be constructed just to the north of Long Parade Ground on Main Post, would feature a 99,000 SF structure, and constructed in Colonial Revival style to mirror the surrounding buildings in the Historic District. The newsletter introduced Mr. David Moss, recently appointed as Prince William County's BRAC coordinator. He had previously worked for the PWC Zoning Division, and at a private consulting firm in New Jersey. It also introduced Mr. Thomas J. Bukowski as Assistant Program Manager for Design and Construction in the NGA New Campus East (NCE) Program Management Office. He had held this position since November 2005. He managed NGA's efforts with the USACE; coordinating the NCE design contractor with the Joint-Venture office of RTKL/Kling Stubbins and the NCE Construction Manager contract with the Joint-Venture office of Clark-Balfour Beatty NCE. Before joining the NGA in 2003, he managed the Alexandria office of Woolpert, LLP, an architectural-engineering firm.

The newsletter announced the award of the USACE Program Manager of the Year for 2008 to Mr. Michael Rogers. He had served as the program manager leading the design and construction program for the NCE.

Newsletter No. 9 was followed shortly by Newsletter No. 10 which announced the selection of the Mark Center for BRAC 133, WHS offices and personnel. This decision formed a major part of the BRAC proceedings. It also reported on a 9 September 2009 Open House at Bolling Air Force Base (AFB) for approximately 800 employees of the Defense Intelligence Agency (DIA) being re-located to Rivanna Station, north of Charlottesville. The purpose was to begin a formal

orientation process to assist the relocating employees to better understand the Greater Charlottesville region. The newsletter introduced LTC Regan McDonald (Ret), the BNVP Senior Program Manager. In this capacity, he oversaw the day-to-day support provided to the Fort Belvoir BRAC Office and other installation directorates to coordinate and communicate BRAC project activities. A former Army officer, his last assignment was as chief of staff of the NGA NCE Program Management Office.

On 9 October 2008, Fort Belvoir prepared a Draft Finding of No Significant Impact (FONSI), supported by a Draft Environmental Assessment (EA), for construction and operation of the NMUSA. This EA went online on that day. These documents were available for review at a number of public libraries in Northern Virginia, the Van Noy Library, the Directorate of Public Works (DPW) office at Fort Belvoir, or at www.belvoir.army.mil. The public was also invited to submit written comments on Fort Belvoir's decision to prepare an Environment Impact Statement (EIS) within 30 days of the date of this notice. Comments could be emailed to environmental-fb-dpw@conus.army.mil. Fort Belvoir was scheduled to hold a public information meeting on these issues on 30 October at 1900 hrs. in Room 221 of the Fairfax County South County Government Center, 8350 Richmond Highway, Alexandria, Va.

A regular meeting of the Installation Planning Board (IPB), which replaced the Installation Senior Leaders Council (ISLC), was held at the Barden Education Center on 15 October at 1330 hrs. COL Mark Moffatt, Deputy Commander for Transformation and BRAC, presented a BRAC update, and explained the following construction processes:

- NGA: \$1.771B Military Construction (MILCON) project. Design was 70% completed; construction was 8% completed.
- Community Hospital: \$806.9M MILCON project. Design was 60% completed; construction was 10% completed.
- MDA: \$38.5M MILCON project. Design was 50% completed; construction had not begun.
- BRAC 167 (The Joint-Use Intelligence Analysis Facility (JUIAF)): \$62M MILCON project. Design was 50% completed; construction had not begun.
- For Fort Belvoir, under the BRAC ROD, 21,517 were scheduled as incoming personnel, 2,140 were scheduled as out-going.
- Also identified were six (6) roads that would be widened to four lanes as part of the infrastructure improvements: Gunston Road/Goethals Road/Constitution Road/Belvoir Road/9th Street/Pohick Road. Improvements would also be made to improve the Pence and Tulley Gates.
- It was anticipated that on 8 November the installation would implement a Traffic Coordination & Management Transportation Demand Reduction Plan (TCMTDRP) to mitigate traffic congestion during the road widening and other construction projects.

On 29 September, just before the end of the previous fiscal year, the Army announced that the Mark Center in Alexandria had been selected to house the WHS offices and employees. The Mark Center had been selected over the Victory Center and the General Service Administration (GSA) warehouse site. Controversy continued to surround the decision well into the new fiscal year. Supervisor Jeffrey McKay (Lee District) criticized it. He remarked that, "The decision to select the Mark Center as the future location for the BRAC 133 employees is ill-conceived."

Virginia Department of Transportation (VDOT) Secretary Pierce Homer, stated, “We are going to try and make the transit and highway improvements necessary to serve the Mark Center.” Department of Defense (DoD) surveys over the previous 20 years had shown that 77% of the employees affected by BRAC 133 resided in the Crystal City area.²¹³

The architectural firm of Skidmore, Owings & Merrill (SOM) unveiled preliminary renderings on 16 October of the NMUSA’s exterior at the Army Historical Foundation’s (AHF) second annual 1814 Society Dinner. SOM managing partner Mark Regulinski cautioned that the current conceptual designs would most probably undergo modifications once the firm’s collaboration with the NMUSA staff representatives would begin. SOM had already designed the Sears Tower and the John Hancock Center in Chicago; the Joseph H. Hirshhorn Museum and Sculpture Garden in Washington, D.C.; and the new Infinity Tower in Dubai. SOM was contracted to design the exterior of the new museum. Christopher Chadbourne & Associates (CCA) of Boston would oversee the planning, design and fabrication of the museum’s galleries and exhibits. CCA’s projects included the Smithsonian’s National Museum of American History, the Donald W. Reynolds Museum and Education Center at George Washington’s Mount Vernon, and the National Museum of the Marine Corps at Quantico. The USACE, New England District, made the respective selections. The contract was awarded to CCA on 22 August.²¹⁴

The Board of Advisors, 9th Meeting

The ninth meeting of the Board of Advisors (BOA) convened at the Officers’ Club at 1330 hrs. on 22 October. COL Jerry L. Blixt, the Garrison Commander, presided at this, his first meeting. Two new voting members of the board were introduced: Mr. William Euille and Mr. James Hartmann, the respective mayor and city manager of the City of Alexandria. Their participation was predicated on the selection of the Mark Center for BRAC 133. COL Blixt also introduced BG Dennis E. Rogers, the new director of the IMCOM NCR-District.

COL Moffatt conducted the BRAC update. He discussed the various projects underway and the responsible USACE districts: NGA (Baltimore), Community Hospital (Norfolk), Warrior Transition Unit (WTU) (Baltimore), WHS (New York District), and the JUIAF facility at Rivanna Station (Norfolk). A number of questions followed. Mr. Judson Bennett, director of the NMUSA replied that the museum was currently in the EA phase. Actual site selection date had been moved to mid-December. The AHF had also run into problems in fund-raising for a number of reasons beyond their control. COL Moffatt, in reply to a question about traffic mitigation, noted that a Traffic Coordination & Management Plan (TCMP)/Transportation Management Plan (TMP) had been required by the National Capital Planning Commission

²¹³ Travis Edwards, “Transportation concerns not overlooked in BRAC 133 decision; Planners working to overcome challenges, ease commute,” *Belvoir Eagle*, 16 October 2008.

²¹⁴ Army Historical Foundation, “Army museum design firm unveils concept drawings,” *Belvoir Eagle*, 16 October 2008; “Army Announces Museum’s Architectural and Exhibit Design Firms,” *On Point: The Journal of Army History*, Vol. 14, No. 2 (Fall 2008): 28-32.

(NCPC). The installation had been seeking to mitigate the 85% single-driver vehicles arriving on-post each day; potential visitor traffic to NMUSA in the Kingman Gate area; and WHS mass-transit mitigations to and from the Mark Center. COL Charles Callahan, commander of the DeWitt Army Healthcare Network, briefed on the new Community Hospital. He discussed the “Evidence-Based Design,” the LEED-Silver Certification, Primary & Secondary Level Care and clinics, single-patient rooms, traffic and parking control, and the opening date, scheduled for April 2010.

Dr. Sam Hill, provost of the Woodbridge Campus of the Northern Virginia Community College (NOVA), conducted a presentation on the Quantico-Belvoir Regional Business Alliance, which he served as chairman of the board. He noted that originally the alliance had been limited to Prince William County (PWC). It had now expanded to much of the surrounding area. It was similar to what was previously organized at Fort Meade. The alliance was approached by the Virginia governor’s office to take a broader role. Their mission was to facilitate positive outcomes from the current and future BRAC actions. A construction symposium had already been held in PWC, with another to be scheduled in Fairfax County. Another was expected in Stafford County in December 2009. Members of the BOA were referred to the alliance webpage: www.qbrbusinessalliance.com. Dr. Hill and BG Rogers discussed the alliance role in the upcoming Army Community Covenant, an initiative of the Secretary of the Army (SECARMY).

In his closing remarks, COL Blixt pledged transparency, honesty and integrity. No further meeting date or agenda was set as the meeting adjourned.

During the week of 22 October, an announcement was made alerting the installation that, beginning on 27 October, the Lieber Gate entrance to North Post along Route 1, and the exit road to Route 1 from Gunston Road, would be re-opened for a 30-day test to relieve traffic congestion on post during the evening rush-hours. Motorists would only be able to exit in one direction through the newly-opened gates.²¹⁶

On 24 October, the MDA conducted a groundbreaking ceremony on the field adjoining the north side of the Long Parade Ground on Main Post. The new HQ would have a brick veneer, and its Colonial Revival Style would conform to the other buildings surrounding the parade ground. It would house approximately 300 employees. Currently, MDA had facilities in Huntsville, Ala., and Colorado Springs, Colo., as well as collaborative missile defense efforts with 18 different nations. MDA officials included RADM David Altwegg (Ret), the MDA executive director, and MG Patrick O’Reilly, the incoming MDA director. Spokesman Chris Taylor said, “The new facility will be used to gather, process, analyze, display and

²¹⁵ See Chuck Hagee, “Transportation Top Concern; BRAC board of advisors hears update on construction and solving transportation problems,” *Mount Vernon Gazette*, 30 October 2008. The reporter stressed COL Blixt’s emphasis on transparency and the sharing of information.

²¹⁶ Andrew Sharbel, “Belvoir Police test re-opening gates for travelling on Route 1,” *Belvoir Eagle*, 23 October 2008.

disseminate planning and program management, data, support missile defense operations, and perform related tasks.”²¹⁷

COL Moffatt presented a BRAC briefing at a town hall meeting at the Wood Theater for employees of PEO-EIS on Tuesday, 28 October. The purpose was to give participants an opportunity to learn how BRAC affected them and the NCR. The briefing included information on road construction, transportation, movement, scheduling PEO-EIS moves and available resources. It was noted that a significant number of employees would be moving from locations in Maryland to Fort Belvoir.

The NMUSA staff conducted a public meeting at the Fairfax County South County Government Building in Alexandria at 1900 hrs. 30 October. It was noted that a final Finding of No Significant Impact (FONSI) and the EA would be forthcoming. That feasibility study would be available online on the Belvoir website. Four large poster boards were on display. The subjects displayed included the purpose & scope of the NMUSA; locations considered; and major constraints of the Gunston and Pence Gate sites. About 30 people attended this event.

The basic elements of the NMUSA would include:

- Main Museum Building
- Memorial Garden
- Parade Ground & Grandstand
- Amphitheater
- Passenger Drop-off & Arrival Plaza
- Parking for Privately-Owned Vehicles (POV)
- Bus & RV Parking

Originally, prior to the EA study, eight alternative sites were considered. Six were later removed, leaving only the Gunston site next to the FCP and the Pence Gate site. The Feasibility Study indicated that the Pence Gate site would cost 10% less than the Gunston alternative site.

On hand for the event was Mr. L. Jerry Hansen. He had been appointed by Mr. Keith Eastin, Assistant Secretary of the Army, Installations and Environment, to supervise the Army’s involvement in this project. The public was invited to submit oral comments which were taken down by a court reporter. The public could also submit written comments and subscribe to an information distribution program.

A lively discussion centered on access roads into the NMUSA at the Gunston site, either from the FCP or the Kingman Gate. In response to a question, Mr. Bill Sanders, director of the Directorate of Public Works (DPW), remarked that in FY 2010, \$20M had already been appropriated for infrastructure improvements at either site.

²¹⁷ Mark Hubbard, “Officials break ground for new Missile Defense Agency headquarters building,” *Belvoir Eagle*, 30 October 2008.

During the week of 30 October, blasting continued at the North Area through 12 November for the placement of infrastructure utilities. Minimal noise and vibration were projected.²¹⁸

On 31 October, a groundbreaking ceremony was conducted for the construction of the FCP connector through the North Area. The ceremony was located at a large tent at the intersection of Fullerton Road and the FCP. About 70 people attended, including many distinguished personalities such as COL Blixt, Mr. Richard O. Murphy, Assistant for Installation Planning, Office of the Deputy Assistant Secretary of the Army (Installations & Housing) representing Mr. Eastin; Fairfax County BOS Chairman Gerald Connolly; Supervisors Pat Herrity (Springfield District), Jeff McKay (Lee District) and Gerry Hyland (Mount Vernon District), Secretary Pierce Homer of VDOT, Melissa Ridenour representing the Federal Highway Administration (FHWA); Senator George Baker and Delegates Dave Albo, Mark Sickles and Vivian Watts of the Virginia General Assembly.

Construction was expected to begin in spring 2009, with completion by December 2010. Pierce Homer stated, “Virginia has a long history of working with the Department of the Army and the Federal Highway Administration to address BRAC-related environmental issues and improve coordination between transportation and land use. We look forward to continuing this partnership.”²¹⁹

BRAC Coordinators

By the beginning of FY 2009, most local communities had appointed BRAC coordinators. These coordinators were:

- Prince William County:
Mr. David Moss, (703) 792-6934
dmoss@pwcgov.org
- Quantico Growth Management Committee:
Mr. Tom Rumora, (540) 658-8797
trumora@co.staff.va.us
- Fairfax County:
Mr. Mark Canale, (703) 324-1177
mark.canale@fairfaxcounty.gov
- Arlington County:
Ms. Andrea Morris, (703) 228-0865
aymorris@arlingtonva.us
- City of Alexandria:
Mr. Michael Chipley, (703) 739-1384
Ph.D. Chipley@alexcom.org

²¹⁸ Fort Belvoir Public Affairs, “Belvoir conducts blasting operations at EPG,” *Belvoir Eagle*, 30 October 2008.

²¹⁹ Fort Belvoir Public Affairs, “Army, VDOT break ground on Fairfax County Parkway extension,” *Belvoir Eagle*, 6 November 2008.

A notable event occurred on 15 November when Army and community leaders gathered at the Woodbridge Campus of the Northern Virginia Community College (NOVA) on 15 November at 1300 hrs. to participate in an Army Community Covenant Signing Ceremony. This event was a result of the Secretary of the Army's (SECARMY) 2007 Family and Community initiative. Hundreds of people braved that Saturday's sometimes inclement weather to show their appreciation for the Army and its Families at the ceremony, hosted by the Quantico/Belvoir Regional Business Alliance, Inc. It brought together military, government and business leaders, service members and civilian and military Families. Dr. Sam Hill, provost of NOVA and chairman of the alliance, remarked that the alliance came of age that year to ensure that business and workers in Northern Virginia were, "able to realize and benefit from the economic opportunities presented by the BRAC build-up at Quantico and Belvoir." County Board of Supervisors (BOS) chairmen Corey Stewart (Prince William County), Gerry Connolly (Fairfax County) and Robert Woodson (Stafford County) all voiced their support. Mr. Stewart said, "We see this as a tremendous opportunity not just for the Route 1 corridor, but the entire Prince William community."²²⁰

On the following day, a major news article appeared in *The Washington Post* which favorably publicized the transformation of Fairfax County as a result of BRAC. In the face of unfavorable economic news in the latter portion of 2008, Mr. Gerald L. Gordon, president and chief executive of the Fairfax County Economic Development Corporation, stated, "Since the economy is struggling and there's very little construction, it (BRAC) will help offset that. Small businesses and retail shops might have gone out of business in the absence of something like this." The article noted that once the transformation was completed, Fort Belvoir would have the fifth-largest military population, excluding families, of any installation in the country. However, Belvoir would mostly be populated with Federal employees and civilian contractors.²²¹

Two events in November were in line with the community outreach approach, COL Blixt and COL Charles Dallachie, the Quantico Garrison Commander, addressed the Prince William County Regional Chamber of Commerce at the Montclair County Club in Dumfries about BRAC on 19 November. COL Blixt noted that, "Our requirements are far outpacing our resources. We've got about a \$20M shortfall in infrastructure funding." He said that the DA was working to secure the funds that will be needed to cover the costs of BRAC-related construction at Belvoir." COL Dallachie remarked that he probably spent half his workday dealing with facilities, and the fact that the base was old, having been founded in 1917. BRAC 131 had directed that all of the DoD's criminal investigation and counter-intelligence activities would be re-located to Quantico by September 2011. That included the CID headquarters now at Belvoir.²²²

Then on 20 November, the Garrison conducted its annual Community Relations Breakfast (CRB), formerly named the Community Update Breakfast (CUB) at the Officers' Club. It featured the showing of the "Army Strength" video. MG Richard Rowe, commanding general of the Joint Force Headquarters-National Capital Region/Military District of Washington (JFHQ-NCR/MDW), described Belvoir, "as an exciting place, and a Joint Inter-Agency platform."

²²⁰ Julia Ledoux, "Business alliance shows support for Fort Belvoir," *Potomac News & Manassas Journal Messenger*, 15 November 2008.

²²¹ Christian Davenport, "At Fort Belvoir, A View Toward A Busier Post; Added Jobs May Transform A Corner of Fairfax County," *The Washington Post*, 16 November 2008.

²²² Julia Ledoux, "Belvoir and Quantico leaders keep lines of communication open," *Belvoir Eagle*, 26 November 2008.

He wished everyone, “congratulations on a great year.” BG Rogers described himself as, “choked up on the video.” He noted that he had taken command of the NCR-D on 1 October 2008.

COL Blixt made welcoming, introductory remarks. He described BRAC as his “second priority.” His main installation priority was force protection, followed by personnel and infrastructure.

COL Moffatt presented the main BRAC briefing:

- The main NGA building will fit-out for April 2011. Design was 70% completed. The Technical Center building construction was 36% completed. Only 8% of the two main buildings had been constructed. The Central Utilities Plant (CUP) construction was 43% completed. Overall completion was estimated at 25%.
- A purchase contract for the property at the Mark Center (BRAC 133) was awarded on 25 November. Occupation of the campus was scheduled for September 2011.
- Groundbreaking had just been accomplished for the MDA headquarters. Construction was scheduled to begin in February 2009. This was a \$37.8M BRAC FY 2008 project.
- The JUIAF at Charlottesville (BRAC 167) would cost \$64M.
- Construction of the FCP connector was scheduled to begin shortly. Completion of the project was projected for November 2010.

Dr. Richard Repeta briefed on the new hospital:

- The new community hospital would be four-times the size of the current DeWitt Hospital.
- A light-filled concourse would run the entire length of the complex.
- The complex would contain a VA clinic, as part of the 55 specialty clinics.

All the attendees received a full-color folder/brochure which featured extensive information on all the building projects which were BRAC or non-BRAC related.²²³

The BNVP Newsletter No. 11 was published in late November. It described the MDA ground-breaking ceremony on 24 October. It also introduced LTC Eric Harter, the Belvoir Integration Office (BIO) operations chief, a veteran of 21 years of Army service. He held a Bachelor of Science degree in civil engineering from California Polytechnic State University. It also introduced Dr. Michael Chipley, BRAC coordinator for the City of Alexandria. He was a civil engineer by training. The newsletter noted that Alexandria would lose approximately 7,200 positions from commercial space of which almost all would move out of state. Recent events would also have Dr. Chipley coordinate moving 6,400 positions of the WHS to the Mark Center Department of Defense Office Complex.

²²³ Julia Ledoux, “Community Relations Breakfast,” *Belvoir Eagle*, 26 November 2008; Chuck Hagee, “Linking Belvoir with Community; Creating the Army’s 21st Century premier military installation,” *Mount Vernon Gazette*, 26 November 2008.

The *Belvoir Eagle* published a supplement to its 26 November edition addressing Belvoir transportation. The lead article, entitled “Leaving No Stone Unturned,” addressed some of the transportation improvement options, such as a monorail system into the North Area; a water taxi service; and a ZIPcar system (a hybrid shared-vehicle service which provided automobile-rental services to its members). The supplement featured the results of the recent transportation survey that had been submitted to Belvoir employees during the second week of September 2008. The aim of the survey was to gather information on their commuting habits and opinions on other potential transportation options. It noted the following commuter statistics:

- Drive alone: 84.8%
- Virginia Railway Express (VRE): 2.5%
- Bicycle: .5%
- Carpool: 5.5%
- Bus: .9%
- Walk: .2%
- Vanpool: 4.4%
- METRO Rail: .6%
- Other: .5%

The supplement also included the results of two commuter roundtables: what was ahead for Belvoir planners; and Telework options. The information was available in the November BNVP newsletter and on their website.²²⁴

In December, Northern Virginia officials sought to obtain more funds for BRAC infrastructure from the Commonwealth. It was noted that local governments had already received millions of dollars from state and Federal agencies to prepare for BRAC, but the local officials maintained that the funding had been insufficient to offset the increased burden on transportation infrastructure and the local economy. Fairfax County was expected to ask the General Assembly for additional funds in 2009 to support the thousands of new employees headed to Fort Belvoir and the nearby North Area. Most of the state funds thus far had been destined for the Oceana Naval Air Station in Virginia Beach. Mr. Mark Canale had already noted that moving a huge number of people to Fairfax County’s largest employer was going to be costly to local government. The new funds would also be used to study ways to take advantage of the economic development opportunities presented by the infusion of workers. Arlington was slated to lose about 17,000 Army and Army National Guard (ARNG) jobs from Crystal City by 2011. Alexandria would lose more than 7,000 jobs, but would gain 6,500 from DoD at the Mark Center. Mr. Patrick Thomas, who served as coordinator for the Prince William County’s

²²⁴ “Belvoir Transportation,” *Belvoir Eagle*, 26 November 2008, Supplement.

Planning Department on BRAC issues, considered it unlikely that the Commonwealth would dole out much money in the following year because of the ailing economy.²²⁵

During the week of 15 December, it was announced that Tulley Gate would expand its services on 31 January 2009 as part of the infrastructure improvements under BRAC. Improvements would include: improved force protection measures; an increase in the number of booths; and expansion of the lanes to four to accommodate increased traffic flow. Residents and employees were encouraged to use alternate gates to enter and exit the installation during the construction to help avoid any potential impacts, said Mr. Mark Flak, Fort Belvoir transportation planner.²²⁶

The calendar year closed with the start of actual construction at the Mark Center on 23 December. The official groundbreaking ceremony was tentatively scheduled for 31 March 2009.

SECOND QUARTER

On 7-8 January 2009, work crews set up lane closures on Belvoir Road just inside Pence Gate in support of the new hospital construction project. Belvoir Road would eventually be widened to four lanes. Entrance roads had already been constructed for crews and materials off Route 1, and a road into the construction site on Belvoir Road between Route 1 and the Pence Gate Access Control Site (ACS). On average, there were 515 construction workers on site at the hospital every working day.²²⁷

The GAO Report

In January 2009, the General Accounting Office (GAO) published a report entitled, “Military Base Realignment and Closures; DoD Faces Challenges in Implementing Recommendations on Time and Is Not Consistently Updating Savings Estimates.” The House of Representatives, acting within the National Defense Authorization Act for FY 08, had directed the GAO to monitor BRAC implementation. Therefore, the GAO assessed: 1) Challenges that might affect timely completion of recommendations, 2) Any changes in DoD’s reported cost and savings estimates since FY 08, and 3) The potential for estimates to continue to change. The GAO recommended that the Office of the Secretary of Defense (OSD) modify its recently issued guidance on BRAC implementation status, and require the services to update BRAC savings estimates. DoD concurred with the GAO recommendations.

²²⁵ Sandhya Somashekhar, “N. VA. Seeks More Money For BRAC: Region Isn’t Prepared for Burden, Officials Say,” *The Washington Post*, 14 December 2008, Prince William County Supplement.

²²⁶ Travis Edwards, “Tulley Gate upgrades on the way,” *Belvoir Eagle*, 18 December 2008. It was also noted that the Directorate of Emergency Services (DES) had reopened gate testing at Lieber Gate and the smaller Gunston Road Gate. According to John Cerra, chief of the Fort Belvoir Police, an average of 20 cars traveled through Lieber Gate (southbound traffic), and anywhere from 50-136 cars passed through Gunston Road Gate (northbound traffic) during the previous test in November. Cerra advised that a second look was worthwhile. See also Andrew Sharbel, “DES reopens gate testing,” *Belvoir Eagle*, 18 December 2008.

²²⁷ “BRAC Fact,” *Belvoir Eagle*, 22 January 2009.

The following Belvoir BRAC subjects were addressed:

- The Army’s final decision to purchase the Mark Center in Alexandria caused delays which significantly compressed the time available to build new facilities and move thousands of personnel from leased space. The estimated cost of this implementation was \$1.2B according to the DoD’s FY 09 budget (p. 13).
- The already tight construction schedule for the NGA created some risk for integrating construction activities with the installation of information systems and the relocation of 8,500 agency employees (p. 15).
- Fort Belvoir officials also described the very complex and detailed ongoing planning for integrating the movement of the numerous organizations affected by BRAC that sought to eliminate leased space and consolidate them into buildings on Fort Belvoir, e.g., Army Materiel Command (AMC) HQ. Construction delays at Huntsville, Ala. had already caused the AMC to delay its move to the Huntsville area (p. 16).
- DoD’s FY 09 budget estimated one-time costs to implement this BRAC round had increased by \$1.2B. Net annual recurring savings estimates decreased by almost \$12M. In addition, GAO calculations showed that expected savings over a 20-year period, ending in 2025, declined by \$1.3B. For example, the recommendations to realign the NGA to Fort Belvoir had the largest increase in costs – almost \$350M (from FY 08 cost estimate of \$2,091M, to FY 09 cost estimates of \$2,441M) (p. 18-19).

Overall estimated net annual recurring savings had decreased slightly by about \$13M to approximately \$4B. The estimated savings over a 20-year period ending in 2025, based on DoD’s FY 08 budget submission, also decreased. GAO calculations showed that the 20-year savings declined almost 9%: by \$1.3B to almost \$13.7B, compared to the \$15B that was estimated based on the FY08 budget. In September 2005, the BRAC Commission estimated that DoD would save about \$36B over this 20-year period. The current estimate was a reduction of about 62% from the BRAC Commission’s reported estimates.

Current net annual recurring savings, projected for FY 12, were as follows:

- Realignment of Walter Reed Army Medical Center (WRAMC) with Bethesda and Fort Belvoir: \$172M
- Co-locate various OSD, defense agencies and leased spaces at Fort Belvoir: \$72M
- Realign NGA at the North Area at Fort Belvoir: \$57M (p. 39-40)²²⁸

NMUSA Developments

On 16 January, Mr. Eastin and GEN William W. Hartzog (Ret), board president of the AHF, signed a Memorandum of Agreement (MOA) detailing provisions of the public-private

²²⁸ See also William Flook, “Cost of agency’s move to Belvoir climbs \$350M,” *The Washington Post*, 3 February 2009. The article concentrated on the NGA move to Fort Belvoir. The tone was basically neutral, and for the most part, regurgitated BRAC law and the GAO report.

partnership between the Army and the AHF for design and constructing the NMUSA. This ceremony took place at the Pentagon. The Army formally agreed to provide supervision, oversight, decision authority and budget execution for partial site preparation, architectural and engineering design and exhibit design; fabrication and installation. The AHF continued to serve as the official fundraising entity for construction. The USACE was working on architectural and exhibit design on all plans and services related to real estate, design contract management, and oversight for the museum.²²⁹

Throughout the review period, concerned retirees continued to protest the construction of the NMUSA at the “Preferred Site” which would demolish up to nine holes on the Gunston Golf Course on North Post. A letter was sent in June 2009 to REP James Moran (D-8th VA) and newly-elected REP Gerry Connolly (D-11th VA), with copies forwarded to SENs James Webb (D-VA) and Mark Warner (D-VA), REP Frank Wolfe (R-10th VA) and Mr. John M. McHugh, the new SECARMY designee. This letter protested the road and infrastructure improvements on the Preferred Site, including access roads, electric service, water and gas distribution and wastewater collection lines, traffic improvements, intersection upgrades and storm water drainage without the actual official selection of an approved site, and without adequate funding to begin vertical construction in 2010. It also noted that the Army had continued to spend appropriated funds on the Preferred Site even though the EA process had not selected an approved site; and as the selection process was behind schedule. The letter argued that closing a portion of the golf course with no prospect of starting construction, and no provision to fund replacement holes, would reflect adversely on the Army’s concern for the quality of life for the “same Soldiers the NMUSA would honor.”²³⁰

On 24 September 2009, Army representatives released a series of full-color architectural renderings for the NMUSA. They were unveiled by Mr. Judson Bennett, the museum director. He hoped to break ground in 2010 and anticipated opening in June 2013. The illustrations included conceptual views of the museum’s approach, main entrance, lobby and building (175,000 SF), observation tower, and adjacent amphitheater. He also released a site plan for the overall 41-acre museum campus footprint showing egress points, parking areas and proposed locations of the museum’s major adjacencies, including the amphitheater, memorial gardens and parade ground. Mr. Mark Regulinski, managing partner of SOM, asserted that the architectural firm would work closely with the NMUSA in the future.²³¹

The entire review period ended (30 September 2009) with no definite decision on the Preferred Site.

²²⁹ “Army, Foundation Sign National Army Museum Agreement,” *Call To Duty*, Newsletter of the AHF, Vol. 4, Issue 1 (March 2009).

²³⁰ Ltr, COL Ronald E. Snyder (Ret), representing “Concerned MWR Patrons,” to REPs Connolly & Moran, 19 June 2009.

²³¹ Army News Service, “Army unveils new look for its National Museum,” *Belvoir Eagle*, 1 October 2009.

Community Outreach

On 30 January, the Garrison senior staff attended a Staff Visit to the Quantico Marine Corps Base (MCB) to complete a staff exchange with their Marine Corps organizational counterparts. The idea had been proposed by COL Blixt, and was hosted by COL Dallachie. The many topics discussed included BRAC changes at the two installations. A similar tentative visit to Fort Lee at Petersburg was staffed.

On the following day, COL Blixt attended the annual Mount Vernon Town Hall at Mount Vernon High School, hosted by Supervisor Gerry Hyland. This event usually generated renewed community interest in the BRAC proceedings.

On 11 December, President Barack Obama and Virginia Governor Timothy Kaine (D) arrived at the North Area at the intersection of Fullerton Road and the Fairfax County Parkway (FCP) where they were welcomed by COL Blixt, COL Moffatt and Mr. James Turkel, director of the BIO for the North Atlantic Division, USACE. The president visited the site in the hopes of spurring quick action on the proposed \$789B economic stimulus package before the Congress, which was later passed on 11 February. Gov. Kaine noted that the completion of the FCP through the North Area was critical to the NGA under construction there. The president remarked that the Springfield site was an excellent example of the nation's unfinished business that the economic package would help to address. However, it was unclear whether the stimulus package would help the FCP project which was still about \$60M short. Representatives Moran and Connolly also attended the visit. They noted that declining state and Federal transportation revenues had meant that the final leg of the FCP was only partially funded as the ramp and interchange improvements, that were intended to serve dozens of small businesses and middle-class communities, were eliminated from the project in 2008.²³²

On the evening of 24 February, COL Blixt attended a meeting of the Mason Neck Citizens' Association at Gunston Hall to brief them on BRAC and other developments.

SECARMY Pete Geren and Mr. Eastin visited three Fort Belvoir BRAC project sites on 27 February. They visited the Community Hospital site, the NGA NCE, and the DoD BRAC 133 project site at the Mark Center. Mr. Geren praised the Herculean efforts of the USACE. He remarked, "We've seen great cooperation between the Garrison, Fort Belvoir, the Corps, county and state officials and city officials in this region." In addition, the secretary noted the environmental considerations during design and construction of the new facilities. All three projects were working to achieve Leadership in Energy and Environmental Design-Silver, under the LEED Green Building Rating System by the U.S. Green Building Council.²³³

²³² "Obama, Kaine make historic visit to Fort Belvoir," *Belvoir Eagle*, 12 February 2009; Amy Gardner, "Obama, Kaine Say Stimulus Bill Would Kick-Start Road Projects," *The Washington Post*, 12 February 2009; Steve Hunt, "Obama Visits Parkway Site," *Mount Vernon Voice*, 18 February 2009.

²³³ Marc Barnes, USACE Belvoir Integration Office Public Affairs, "Army secretary visits Belvoir BRAC project sites," *Belvoir Eagle*, 12 March 2009.

In early March, work began at Pence and Tulley Gates as part of the BRAC infrastructure improvements. Work would extend through mid-summer. According to data compiled by the installation's Traffic Coordination and Management Planning Working Group, between 0600 and 0900, Tulley Gate processed more than 300 vehicles every 15 minutes. The current capacity at Tulley Gate was approximately 260 cars every 15 minutes. These gates would be improved in three different phases during construction. An additional lane/gate would be added at each ACS: Tulley to become four, Pence to become three.²³⁴

During the week of 16 March, the USACE BIO released the first edition of a news magazine to keep USACE project teams informed about Fort Belvoir construction issues and activities. The first edition, dated January/February 2009, featured an article on the visit of the SECARMY to the installation. The magazine was available at www.belvoirnewvision.com.

During this week, fencing was installed around the MDA construction site prior to the beginning of construction. Thoroughfares around the site, namely Harris and Robert Roads, were closed beginning 23 March.

BRAC 133 Developments

The GSA site controversy re-surfaced in March. The GSA warehouse site had been a major contender for designation for the BRAC 133 construction, but had lost out to the Mark Center. Early this month, Supervisor Jeff McKay (Lee District), and newly-elected BOS Chairwoman Sharon Bulova sent a letter to President Obama requesting that "new leadership should take a fresh look at utilizing the GSA site." Mr. McKay used the word, "Dumb," to describe the Army decision in autumn 2008 to place the WHS at the Mark Center. McKay noted that the GSA site was served by METRO and VRE. The Mark Center did not have any transportation assets. McKay and Bulova sought to achieve a reversal of the decision. The Army's explanation was that the BRAC September 2011 deadline drove their decision, and that the Mark Center was the only location that met the Congressional deadline. Mr. McKay remarked on 10 March that he had not received a response from the White House, but he had already conferred with the Virginia Congressional delegation. McKay remarked that the GSA might also be used in the future for other defense agencies coming to the area. He noted that, "I'm going to keep beating this horse."²³⁵

The Mark Center groundbreaking ceremony was accomplished on 31 March. Opening/welcoming remarks were provided by COL Moffatt. Mr. Michael Rhodes, acting director of the Office of Administration and Management of the OSD, delivered the keynote address. BG Todd T. Semonite, commanding general, USACE North Atlantic Division, made closing remarks. He noted that two towers would be constructed, 15- and 17-stories high respectively, and two garages. New York District was responsible for overseeing the \$1B construction project.

²³⁴ Andrew Sharbel, "Construction begins on Tulley, Pence Gates," *Belvoir Eagle*, 12 March 2009.

²³⁵ Steve Hunt, "McKay Not Giving Up on GSA Site," *Mount Vernon Voice*, 18 March 2009.

Duke Realty Corp. actually owned and managed the property – their role was as developer. Clark Corporation was responsible for construction. The buildings were projected to contain 1.75M SF of office space. He noted that the two buildings would use 30% less energy as compared to other comparable buildings. The site would become the home of 6,400 employees. He pledged that the USACE would work closely with the City of Alexandria. BG Semonite was scheduled to be replaced shortly by COL Peter DeLuca as the incoming commanding general of the USACE North Atlantic Division.²³⁶

A major development occurred on 10 April. At a meeting chaired by Mr. John Nerger, executive director, IMCOM, and deputy to LTG Robert Wilson, it was agreed that the USACE would retain ownership of the Mark Center for the duration of the construction. The USACE would not sign the building over to Fort Belvoir until 15 September 2011 – for one day only – and then transfer the site to the Pentagon Real Property Office on 16 September for administrative purposes.

THIRD QUARTER

Fairfax County Parkway Developments

A public outreach meeting, entitled, “Pardon Our Dust,” was scheduled for Tuesday, 14 April, 1800 – 2000 hrs., at West Springfield High School, 6100 Rolling Road, Springfield, to discuss and advertise the FCP construction. Topics included the preliminary construction schedule, plans to minimize traffic impacts during construction, and safety improvements such as new intersections and continuation of shared paths. Cherry Hill, Inc. of Springfield had been selected by the Eastern Federal Lands Highway Division to design and build the connector stretch.

On 30 April, announcement was made of the appropriation of \$61M in Federal stimulus money (ARRA) to fund the final two phases of the two-mile FCP extension. The funding came several weeks after Pres. Obama and Gov. Kaine held a news conference at the North Area to highlight the importance of the project, paving the way for a key infrastructure improvement to ease the traffic burden caused by BRAC.²³⁷

The Commuter Ferry Service

On 4-6 May, a three-day test of a proposed ferry system from Quantico up the Potomac River to the Washington Navy Yard was conducted. Proposed stops also included Dumfries, Occoquan, Alexandria and Fort Belvoir. Numerous VIPs attended this event, including Fort Belvoir leaders, and local elected leaders such as REP Gerry Connolly (D-11th VA). The test was initiated by Prince William County, which had received a \$225K grant from VDOT to study the feasibility

²³⁶ Julia Ledoux, “Groundbreaking held at Mark Center,” *Belvoir Eagle*, 12 April 2009.

²³⁷ Christian Davenport, “Fairfax County Parkway Extension Roadblocks Removed; Stimulus Money to Fund Final Phases of Project,” *The Washington Post*, 30 April 2009.

of the service. The ride was conducted on the Provincetown II, a 149-seat catamaran ferry. In the past, attempts to start a commuter ferry service in the 1980s and 1990s were scuttled because the trip was deemed too expensive, and didn't attract enough commuters. It was noted that at Fort Belvoir, the water near the dock was too shallow and that area would have to be dredged before the service could begin. Additionally, it would take at least a year to do environmental studies and seek private partners before the service could begin. Waiting for ferries to be built could add another 18 months to two years as well. It was estimated that it would take four to five years before any commuters ever stepped foot on a ferry.²³⁸

The commuter ferry feasibility report, funded by the \$225K grant from VDOT, initiated by the PWC Board of Supervisors (BOS), and prepared by the consulting firm of Greenhorne & O'Mara, was later unanimously approved by the BOS on 15 September 2009. It directed county staff members to explore ways to pay for an analysis to determine how many people would ride the ferry, and how the service would affect mass transit. The study noted that it would take at least \$20M to fund this service. The purpose was not to compete with the Potomac & Rappahannock Transportation Commission (PRTC) or the VRE, but to take commuters off I-95. The ferries would make an average of 20 trips daily, five days per week, from Quantico to the Washington Navy Yard. The study would now go to the Northern Virginia Regional Commission and the Metropolitan Washington Council of Governments for further review.²³⁹

On the evening of 13 May, Mr. Travis Edwards, the Garrison PAO-BRAC chief, attended a meeting of the BRAC 133 Advisory Group in Alexandria. The meeting focused on a draft letter from the group addressed to the Alexandria City Council. It was very critical, and addressed the selection of the Mark Center site, transportation concerns to include parking garages, and planning in general. Edwards managed to soothe a lot of ruffled feathers, and recommended that the entire group and augmentees work as a group to resolve problems and concerns. It was noted that the north and south parking garages at the Mark Center were expected to have parking spaces for 3,904 vehicles.²⁴⁰

On 30 June, COL Moffatt and LTC Harter hosted a public informational briefing on the new Community Hospital and BRAC progress at 1800 hrs. at the Woodlawn Elementary School, 8505 Highland Lane, Alexandria. Around 45 people attended this event. COL Callahan also presented a briefing. It was noted that the hospital was 33% completed. The five main buildings that would make up the hospital had been named. The primary care clinics would be known as the "River" and "Eagle" buildings respectively. The central building would be known as "Oaks." Specialty care clinics would bear the names, "Sunrise" and "Meadows" respectively.

²³⁸ Fort Belvoir Public Affairs, "Belvoir officials take ride on a river boat; Prince William County conducts feasibility study for ferry service," *Belvoir Eagle*, 7 May 2009; Kelly Hannon, "Commuter ferry makes 'dry' run," *Fredericksburg Free-Lance Star*, 7 May 2009; see also John Merli, "Shall we ferry up to DC?" and Kip Hanley, "County tests ferry service," *Manassas News & Messenger*, 7 May 2009; and John Merli, "By rail or ferry," *Manassas News & Messenger*, 14 May 2009;

²³⁹ Jennifer Buske, "Potomac Ferry Would Need \$20 Million, Report Finds," *The Washington Post*, 17 September 2009.

²⁴⁰ Email, "EXSUM," Travis Edwards to Donald N. Carr *et al.*, 14 May 2009.

A variety of other projects were underway, including the widening of various roads for easier traffic flow. Mount Vernon Transportation Commissioner Frank Cohn attended because he was worried about the increase of traffic on Route 1. He believed that the road needed to be expanded to six lanes at Fort Belvoir, and stated that the DoD wanted VDOT to pay for the improvements. He remarked, “The traffic around Fort Belvoir has been given an ‘F’”.²⁴¹

As a major milestone in construction at the BRAC 133 site, on Monday, 29 June, the first pieces of structural steel were lifted into place at the Mark Center.

FOURTH QUARTER

In early July, BNVP published the 12th Fort Belvoir Newsletter. It updated the new Community Hospital, the NGA facility, and the Mark Center. Photos of all three facilities under construction were included. The newsletter also introduced Mr. John Eddy, deputy director of the Infrastructure and Environment Division, MDA; and Mr. Thomas Rumora, BRAC coordinator for the Quantico Growth Management Committee. The rear cover updated the Fort Belvoir North Area/Interstate-95 connection project which would provide more direct ingress/egress between the North Area and I-95 for up to 900 vehicles during peak hours. The project was currently in the design and engineering stages. It was anticipated that construction would begin in spring 2010, and completion in autumn 2011. This project was qualified under the Defense Access Road (DAR) program, and the estimated cost was \$18M.

On 10 July, a 14-gun salute heralded the change-of-command at USASAC. BG Michael J. Terry relinquished command to Mr. Rick Alpaugh, the USASAC deputy, on the Long Parade Ground. After the change-of-command ceremony, the USASAC cased its colors, signifying the end of its eight-year stay on Fort Belvoir. The command was scheduled to move to Redstone Arsenal, Ala. where BG Christopher Tucker would assume command after Labor Day.²⁴²

On the same day, a ribbon-cutting ceremony was conducted at the NCE for new NGA buildings at the North Area site. The NGA accepted the turnover of the first two buildings, marking a major step toward the project’s completion. Mr. Scott White, deputy director of the CIA, was the ceremony’s keynote speaker. The project formed a joint venture between sub-contractors Clark and Balfour-Beatty. The two buildings were the Technical Center and the Central Utilities Plant (CUP). The buildings had already received a LEED-Silver certificate, indicating that they had reached certain benchmarks for construction of a “green” facility. VADM Robert B. Murrett, USN, director of the NGA, stated, “The move allows us to continue to provide analysis to our partners while at the same time improving our efficiency and effectiveness.”²⁴³

On 14 July, the Garrison conducted a groundbreaking ceremony for the new Emergency Services Center (ESC) at the North Area. The new facility would comprise 14,900 SF. It was

²⁴¹ Andrew Sharbel, “Meeting updates community of new hospital’s progress,” *Belvoir Eagle*, 2 July 2009; Sidoux Mitchell, “Traffic Concerns Surround DeWitt; State-of-the-Art Hospital Will Draw Crowds,” *Mount Vernon Voice*, 9 July 2009.

²⁴² “Terry to relinquish command,” *Belvoir Eagle*, 2 July 2009.

²⁴³ Justin Fanizzi, “NGA unveils First Phase,” *Springfield Connection*, 15 July 2009.

designed to house 28 Fire Department personnel and 15 Law Enforcement personnel. The Baltimore District, USACE, supervised the project. It was being built by Grunley/Goel LLC. Mr. John Pitts was the site supervisor. Also attending the ceremony was BG Rodney Johnson, provost marshal general of the Army, and commanding general, Criminal Investigation Division Command at Fort Belvoir.²⁴⁴

On that same day, REP Moran sent a letter to the SECDEF, Mr. Robert Gates, expressing serious concerns about the BRAC final decisions. He requested a meeting to discuss transportation issues. He explained the impact of the BRAC decisions would have on the Alexandria and Fairfax County communities surrounding Fort Belvoir. He advised that the “magnitude of the realignment of military and civilian personnel throughout Northern Virginia was unprecedented, while realistic planning for how the region will deal with the influx of 19,000 new employees has been severely lacking.” His primary concern was the transportation problems that would result. In addition, he cited language in the FY 2009 National Defense Authorization Act (NDAA) which required DoD to “review the current DAR eligibility requirements to submit a report to Congress detailing transportation impacts resulting from DoD actions since 1 January 2005.” The report would also require an assessment of the funding requirements necessary to confront these impacts. He noted that Fort Belvoir had been very responsive, but assistance from the secretary’s office was needed.

Fort Belvoir officials declined to comment on the letter, emphasizing that this story was at Congress-DoD level. They did decide to provide background/explanatory information as appropriate. Key talking points would include: 1) “We are executing the BRAC mission.” 2) “We continue to work closely with our community partners to identify transportation issues.” 3) “Each decision has been driven first by consideration of transportation impacts.” There was a good deal of media coverage, including news reports on Channel 7 TV and WTOP Radio on 29 July. Mr. Moran told WTOP that, “It’s going to be chaos. I’m trying to get this across to Secretary Gates before it’s too late.”

The U.S. Army Nuclear and Chemical Agency (USANCA) dedicated its new headquarters building at 16th Street on Main Post, on 21 July. USANCA had previously been headquartered at the Fort Belvoir North Area. The new structure had originally served as the post Commissary, and then the post Thrift Shop before extensive renovation. It was formally named after LTG Leslie R. Groves, Jr. The keynote address was delivered by LTG James D. Thurman, deputy chief of staff operations, G-3/5/7. Also on hand was LTG Richard H. Groves, son of LTG Leslie Groves, after whom the building was named. LTG Leslie Groves had completed his early engineer training at Camp Andrew Humphreys. He was later in charge of the Manhattan Project during World War II. USANCA would have a staff of 35 personnel in the building, which would be shared with the U.S. Army Manpower Analysis Agency (USAMAA).²⁴⁵

²⁴⁴ Paul Bello, “Groundbreaking held for emergency services center,” *Belvoir Eagle*, 16 July 2009.

²⁴⁵ Paul Bello, “USANCA officially opens new headquarters,” *Belvoir Eagle*, 23 July 2009.

Reports from REP Moran's office and the Fort Belvoir Directorate of Public Works on 23 July 2009 revealed that the installation was set to receive about \$740M to be used for a variety of ongoing and new projects, as a result of inclusions in the recent FY 2009 Military Construction and Veterans' Appropriations Bill. The House approved the bill by a 415-3 vote, and sent it off to the Senate.

Construction projects would include:

- An access road from Route 1 to North Post and an access control point across from Pence Gate – \$9.5M. Initial planning would obliterate at least half of the Fremont Parade Field (the former P-2 Parade Field)
- Road and infrastructure improvements, including utilities to support the NMUSA – \$20M
- A new flight control tower at DAAF – \$8.4M
- Community Hospital construction – \$106.3M
- The new North Atlantic Regional Medical Command (NARMC) headquarters building, adjacent to the new hospital – \$17.5M
- WHS construction at the Mark Center – \$446.3M
- A new dental clinic adjacent to the new hospital. Construction would include expansion to 40 dental treatment rooms – \$12.6M
- NGA continuing construction – \$168.7M
- BRAC infrastructure – \$52.4M²⁴⁶

On 5 August 2009, Supervisor Pat Herrity, and staff members from the Herrity and McKay offices, plus the Fort Belvoir command group, toured the NGA-NCE at the North Area. Also in attendance was Mr. Stephen Brooks, the new Deputy to the Garrison Commander, who had been appointed on 3 August. They toured the \$1.8B facility construction site. The tour was led by Mr. Thomas Bukowski, design and construction program manager for the project.²⁴⁷

In August, BNVP published an "Information Fact Sheet: Transportation Projects" to bring the public up-to-date on the ongoing transportation and traffic improvements around the installation. It featured the same format as the previous quarterly newsletters. The glossy, full-color, one-sheet publication described the various construction projects, and alternative methods to avoid traffic delays and commuter logjams. It also included two maps of projects on Main Post, and the FCP connector construction.

On 10 September, Fort Belvoir officials hosted a Public Information Meeting at 1900 hrs. at the Saratoga Elementary School, 8111 Northumberland Road, Springfield, to provide updated information to the community about the construction of the NGA-NCE and other developmental activities at Fort Belvoir.²⁴⁸

²⁴⁶ "Belvoir to get millions in infrastructure improvements," *Belvoir Eagle*, 23 July 2009.

²⁴⁷ "Looking ahead," *Belvoir Eagle*, 13 August 2009.

²⁴⁸ Media Advisory, "Fort Belvoir to Host Public Information Meeting Regarding Construction of NGA's New Facility," 1 September 2009.

BNVP published its 13th Newsletter in September. It concentrated on transportation issues and infrastructure developments on Main Post and on the North Area. It heralded the fact that, as of 1 September 2009, there were 745 days remaining until 15 September 2011, the deadline for the completion of all BRAC projects. It was also reported that on 16 April 2009, the Commonwealth Transportation Board (CTB) had voted to include \$60.1M of the transportation funds allocated to Virginia under the ARRA for Phases 3 & 4 of the FCP project in the current VDOT Six-Year Transportation Improvement Program.

The newsletter introduced Ms. Juanita Green as the Transportation Demand Management Coordinator. She was hired in December 2008. Her principal function was to reduce the number of single-occupancy vehicles (SOV) entering and exiting the installation. She was responsible for the implementation of transportation demand management strategies, programs and policies. It also introduced Mr. James Chandler, the BRAC Transportation Project Coordinator for the Fairfax County DOT. His job was to assist the military in the following projects: widening of Telegraph Road; construction of Mulligan Road; extension of the FCP through the North Area; and improvements to Route 1 through the Main Post.

The Board of Advisors, 10th Meeting

The 10th meeting of the Board of Advisors convened at 1345 hrs. 16 September 2009 at the Officers' Club. Mr. Don Carr, director of Public Affairs, introduced the new Deputy to the Garrison Commander, Mr. Stephen Brooks, who provided welcoming and introductory remarks. In turn, he introduced BG Karl Horst, the new commanding general, JFHQ-NCR/MDW. Numerous local community leaders attended this meeting. A briefing was conducted by COL Charles Callahan and Dr. Richard Repeta, who briefed extensively on the new Community Hospital. Their presentation concentrated on "Evidenced-Based Design," and environmental-friendly concepts. COL Moffatt presented an overview of all the projects occurring at Fort Belvoir. He used a "fly-thru" series of animated graphics to illustrate his points.

Ms. MaryPat Begin-Ortiz, director of PAIO, briefed on the Traffic Demand Management Team and project. She noted that approximately 700,000 vehicles passed through the Fort Belvoir gates each month. Some ideas for lessening the impact of these vehicles included shuttles, bus turnarounds, ferry services, charges for parking, carpooling/vanpooling, food delivery services, and on-post taxi services. Mr. Claude McMullen, director of Logistics, briefed on a shuttle system to and from the Franconia-Springfield METRO station, and the use of the VRE Station at Lorton. He noted that IMCOM and MDW had recently approved shuttles to these stations. Funding of these shuttle systems was pending.²⁴⁹

The fiscal year closed with the publication of a memorandum by the Undersecretary of Defense Mr. Ashton Carter, which concentrated on the Expiration of Leases Impacted by BRAC 2005. It granted the authority to execute lease renewals until 30 September 2011 to accommodate continued occupancy by organizations in the NCR affected by BRAC, even if the existing

²⁴⁹ Andrew Sharbel, "Board of Advisors meets for BRAC update," *Belvoir Eagle*, 24 September 2009; Chuck Hagee, "Transportation Trumps Construction at BRAC BOA Meeting," *Mount Vernon Voice*, 23 September 2009.

leased facility was not in compliance with the Uniform Facilities Criteria (UFC) 4-010-01, “DoD Minimum Anti-terrorism Standards for Buildings,” dated 8 October 2003, for all BRAC-related lease renewals in the NCR. It authorized agencies to work with the GSA to renew, or extend leases at NCR BRAC facilities scheduled to expire prior to 30 September 2011 as needed to accommodate continued occupancy until the BRAC-directed move. It extended this deadline until 30 September 2014.

REP Moran, in a press conference on 22 September, announced the extension of the deadline for DoD agencies to vacate leased buildings not in compliance with anti-terrorism standards.

This deferral of the lease deadline allowed more flexibility to extend leases that needed to be extended. It had no effect on the requirements for BRAC moves to occur by September 2011. Fort Belvoir officials chose to make no formal statements on the issue as the decision had no effect on BRAC implementation whatsoever. It was also noted that DoD strongly opposed any changes to the BRAC deadline.²⁵⁰

CONCLUSION

Fiscal Year 2009 was characterized by large-scale construction all over the Main Post and its sub-installations. Considerable progress was evident at the NGA-NCE, the Community Hospital, the Mark Center, the MDA site, and the JUIAF. Additional groundbreaking ceremonies had been conducted to accommodate new construction projects. The year also saw the beginning of much-needed infrastructure improvements to the installation; many connected with BRAC, others having been previously deferred because of MILCON appropriated fund shortages. The ARRA, implemented by the newly inaugurated Obama administration, also provided essential funds for the completion of Phases 3 and 4 of the FCP connector road.

In FY 09, the garrison took considerable efforts to mitigate traffic and transportation problems. Studies, tests, and working groups continued to labor on these problems.

Because of numerous delays, the NMUSA made only slow progress toward selection of a definite site for the museum, and groundbreaking which was now pushed back to 2010.

Community relations outreach resulted in public information meetings, the Army Community Covenant ceremonies, the two BOA meetings, the CRB, and the BNVP newsletters which brought the surrounding communities up-to-date on the progress of BRAC.

Less than two years remained before the arrival of the 15 September 2011 BRAC deadline.

²⁵⁰ Andrew Sharbel, “BRAC deadline remains unchanged,” *Belvoir Eagle*, 1 October 2009.

Chapter Seven

FISCAL YEAR 2010 INFRASTRUCTURE & OUTREACH

FIRST QUARTER

BRAC briefings to the Vice Chief of Staff of the Army, GEN Peter Chiarelli, were conducted on 16 October and 4 November 2009.

Fiscal Year 2010 also began auspiciously on 14 October with a visit by President Barack Obama and Department of Transportation Secretary Mr. Ray LaHood to the construction site of the Fairfax County Parkway (FCP) connector in the Fort Belvoir area. He arrived to celebrate the success of the American Recovery and Reinvestment Act (ARRA) to provide stimulus money to fund the completion of the parkway. The parkway was just one of a handful of road construction programs the VDOT had designated as its Northern Virginia Mega-Projects. Many of these other huge efforts, which included the HOT Lanes on the Beltway (I-495) and the Telegraph Road interchange, were already having a high impact on drivers who passed through these work zones. The FCP was about to join those ranks. Starting on 6 November, the VDOT planned to close part of the Fullerton Road intersection with the FCP, and close Exit 166B from southbound I-95 which led to Fullerton Road. This would clear the way for construction workers to build a bridge carrying the FCP over Fullerton Road and raising the roadway at least 20 feet to accommodate the passage of Fullerton Road beneath the FCP. A new bridge over Accotink Creek was also in the planning stages. More information was available at: www.vamegaprojects.com.²⁵¹

The annual Community Relations Breakfast (CRB) was conducted on 27 October at 0730 hrs. at the Community Center. Attendees all received a glossy program with extensive BRAC and infrastructure improvement information. Welcoming remarks were delivered by COL Jerry L. Blixt, the Garrison Commander, and Mr. Stephen Brooks, the Deputy to the Garrison Commander. CSM Gabriel Berhane introduced Fort Belvoir's "Proud & Ready" team." The impressive "Army Hooah" video was shown to great acclaim. A demonstration of Combatives by LTC Kevin McKenna, the Headquarters Battalion commander, and other Soldiers was followed by a musical presentation by the Walt Whitman Middle School Chorus. The Clark CARES Foundation presented checks to COL Blixt and Mr. Dan Storck of the Fairfax County School Board.

REP James Moran (D-8th VA) delivered an extemporaneous speech which predicted dire traffic results because of recent BRAC decisions. He described the 2005 BRAC legislation as "inflexible," which had proved to contain major deficiencies. He predicted major traffic congestion problems and chaotic rush hours. He also noted that necessary funds had not been appropriated in a

²⁵¹ "Fairfax County Parkway ramps up," *The Washington Post*, METRO Section, 25 October 2009; Travis Edwards, "Fullerton interchange renovations begin," *Belvoir Eagle*, 29 October 2009.

timely manner. He remarked that, “the Pentagon sat on funds.” He further advised that funds were needed, but not appropriated, for the following:

- An overpass on Seminary Road into the Mark Center
- An overpass in the Fort Belvoir North Area from I-95
- Widening of Route 1 to six lanes through Fort Belvoir

He advised that these three improvements should now be funded through the Defense Access Road (DAR) program. However, even if appropriated now, the funds could not be spent and utilized by the BRAC deadline on 15 September 2011. He questioned, “Who in their right mind allowed this to happen?” Mr. Moran commended the local commands: “This was not the doing of the Fort Belvoir and MDW staff. We should be proud of every new facility on this installation.”

Formal presentations were rendered by COL Mark Moffatt, the Deputy Commander for BRAC and Transformation, and COL Braden Shoupe on the new Community Hospital. He noted that the new hospital would contain nearly 1.3M SF. It would also include 11,500 tons of steel and 925 miles of electrical wiring.

Ms. MaryPat Begin-Ortiz, director of the PAIO, briefed on transportation mitigation efforts within the region. She noted that Washington, D.C. had recently ranked second after Los Angeles in traffic congestion. She advised of an upcoming Teleworking Test Project on post during the period 8 November 2009 – 13 March 2010.

Mr. Claude McMullen, director of the DOL, responded to a question from the Fairfax County Board of Supervisors (BOS) Chairperson, Ms. Sharon Bulova, concerning the overuse of single occupancy vehicles. He described a plan to use government vans to shuttle workers from the Springfield-Franconia METRO station, and an on-post circulator bus.²⁵²

In October, BNVP published its latest *Newsletter – Issue No. 14*. Articles covered gearing up for winter and the weatherization of the construction sites, tree replacement (\$800 per tree) and stimulus projects (Fort Belvoir received approximately \$48M under ARRA to fund approximately 30 projects). Most of the projects were infrastructure-related such as building renovations, HVAC replacements, window repairs and boiler replacements. The two most visible projects were the milling and repaving of 16th Street and the addition of a new CDC. The newsletter introduced Mr. Phil Federle, USACE Program Manager (Norfolk District) for the Community Hospital. He had 37 years of engineering experience; 31 years on active duty. He retired as a colonel in 2003. It also introduced Commander (CDR) Scott A. Johnson, Nurse Corps, U.S. Navy, as Director of Transition. He was the first Navy Medical Department senior officer assigned to the DeWitt Hospital in support of the NCR Military Health System BRAC Realignment. His job was to supervise the migration of health care serviced from DeWitt, as well as elements of the NNMC and WRAMC. He most recently served as Director, Nursing Services, Expeditionary Medical Facility, Kuwait.

²⁵² Public Affairs Staff, “Belvoir highlights community ties with annual breakfast,” *Belvoir Eagle*, 29 October 2009; Steve Hunt, “Traffic Worries Dominate CRB,” *Mount Vernon Voice*, 28 October 2009.

On 4 November, the DOL sponsored a Transportation Fair at the Community Center. A great deal of information was disseminated. Potential bus/van/car pooling companies set up advertisements or displays, and attempted to attract new riders. A number of vendors included the following:

- 1) The Fairfax County DOT mounted an impressive display/diorama showing the effect of 40 people commuting in four driving combinations on the highways in: single-occupancy vehicles/car pool-HOV vehicles/ van pooling/large 45-passenger busses.
- 2) Water Ferries: a 45-minute total trip-time from Quantico to the Washington Navy Yard was projected. The maximum speed was 30 knots per hour until arrival at the National Harbor when speed had to drop appreciably.
- 3) VDOT's display showed the following Mega-Projects:
 - Dulles Airport METRO-rail Extension.
 - I-95 Beltway HOT Lanes.
 - I-95/I-495 Telegraph Road Interchange.
 - I-95 Widening (Newington to Woodbridge).
 - I-95/I-395 Bus/HOT Lanes (Proposed).
 - BRAC-related projects: FCP Connector ramps from I-95, two ramps from the FCP interchanges.
 - Infrastructure projects, to include widening a replacement bridge over Route 1 to four lanes (145 feet wide).
- 4) IMCOM/MDW had given approval for internal shuttles at Fort Belvoir, and bus shuttles from Springfield-Franconia METRO/VRE and the Lorton VRE stations. There would be drop-offs at Fort Belvoir gates for transfers to the internal shuttles. Funding, however, was still outstanding.²⁵³

Community Covenants

On 7 November, the Quantico-Belvoir Regional Business Alliance, Inc. sponsored the second annual Community Covenant Signing Ceremony at the Harris Pavilion alongside the train station in Old Town Manassas, starting at noon after the Veterans Day Parade on Center Street. The purpose was to foster and sustain effective state and community partnerships with the Army, stated in the original covenant signed at NOVA, Woodbridge Campus on 15 November 2008. A large group of VIPs gathered for the signing ceremony which began directly after the last unit passed the reviewing stand of the parade at the corner of the Pavilion. The ceremony featured an NCO Historical Timeline, since 2009 had been designated by the SECARMY as the Year of the NCO. A large group of active-duty Soldiers, from various military units on Fort Belvoir, marched in the parade and attended the ceremony.²⁵⁴

²⁵³ Terry Ruggles, "Fair offers alternatives, options to Belvoir commuters," *Belvoir Eagle*, 12 November 2009.

²⁵⁴ Julia Ledoux, "Manassas holds its first military parade in Old Town," *News & Messenger*, 8 November 2009; Julia Ledoux, "Belvoir, Prince William County renew Community Covenant in Manassas," *Belvoir Eagle*, 12 November 2009.

The Mount Vernon-Lee Chamber of Commerce sponsored its own Community Covenant Ceremony at the Fort Belvoir Officers' Club on 13 November. Attending were Gerry Hyland, Mount Vernon District Supervisor, and REP James Moran. Mr. Moran commended the Fort Belvoir leadership for keeping the public informed on BRAC, and keeping the community included in discussions. Mr. Hyland remarked that the leadership at Fort Belvoir had been very receptive to the needs of local residents. He looked forward to continuing his partnership with the Army in the years ahead. COL Blixt thanked the Chamber of Commerce and the Fairfax County BOS for their work and support of the installation.²⁵⁵

On 11 November, *The Washington Post* published an article which indicated that the Washington, D.C. area would rebound quickly from the ongoing recession. An expected expansion of the Washington area economy – to be spurred by the Federal hiring spree and military base realignment – was predicted to help local governments to restore tax revenues to pre-recession levels quicker than other municipalities across the nation, according to a new report by the bond rating firm Moody's Investors Service. Prince William County BOS Chairman Corey Stewart agreed that the area would probably benefit from the Federal government's BRAC effort. Mr. Stewart further remarked that he anticipated that the actions would draw thousands of additional jobs for defense contractors and retail businesses.²⁵⁶

ROC Drill

November also saw the conduct of a Rehearsal of Concept (ROC) Drill at the Community Center. A rehearsal was conducted on 19 November, presided by BG Al Aycock, Deputy IMCOM Commander. The official event, attended by approximately 40 Flag Officers, 20 SESs and 225 other participants, was held the following day. Primary attendees included LTG James D. Thurman, DCSOPS (G-3/5/7); Ms. Joyce E. Morrow, Administrative Assistant to SECARMY; Dr. Craig College, Office of the ACSIM; MG Horst; BG Dennis Rogers, Director, NCR-District, IMCOM; Sergeant Major of the Army Kenneth O. Preston; and the Fort Belvoir Command Group and Directors.

ROC Drills were being conducted at most large installations affected by BRAC. The Vice Chief of Staff of the Army (VCSA), GEN Peter Chiarelli, had already been briefed on 4 and 10 November concerning Fort Belvoir. He had approved the execution of a course of action to refit 13 existing buildings on Main Post by adapting those facilities to meet the needs of the new tenants; ordered the construction of ~140K SF of relocatables (two-story modular buildings); and refit one warehouse (Bldg. 767) as temporary administrative space for the Office of the Chief, Army Reserve. Additionally, his directive initiated a look at refitting the old DeWitt Hospital building once it was de-commissioned and returned to the installation.

It was noted that Fort Belvoir and its partners, the Office of the Administrative Assistant to the SECARMY (OAA), IMCOM and the ACSIM BRAC offices had begun to hold specific meetings

²⁵⁵ Paul Bello, "Belvoir, Mount Vernon-Lee sign Covenant," *Belvoir Eagle*, 19 November 2009.

²⁵⁶ V. Dion Haynes, "Quicker rebound seen for D.C. area," *The Washington Post*, 11 November 2009.

regarding several issues addressed at the ROC Drill. Teams had met on transportation, personnel management, and on specific building fit-out for two future tenants.

The ROC Drill addressed the following specific issues:

- An increase in the Fort Belvoir Garrison staff was discussed. The Garrison Manpower Module was to be forwarded to DCSOPS not later than (NLT) 15 December. IMCOM was directed to brief the DCSOPS by 30 June 2010 to re-balance all manpower staff positions.
- LTG Thurman ordered a Synchronization Plan with the SDDC for all installations on the East Coast reference the available commercial truck capacity. An overarching ROC Drill to address this specific issue was ordered to be conducted in April 2010. It was noted that a table-top exercise at Fort Bragg to exercise commercial truck moves had already been conducted in August 2009.
- LTG Thurman directed a review of BRAC-related movements in the NCR.
- The DCSOPS had been approved to speak for the Chief of Staff of the Army (CSA) on BRAC matters.
- He directed the AMC to submit a plan by 15 December to the DCSOPS to move the Army Contracting Command in the summer of 2010, and thus expedite that vacated building for incoming agencies. This opened the door for COL Blixt and COL Moffatt to expedite the arrival of the BRAC 5/132 staff into those facilities.
- The ROC Drill raised the appreciation of Army senior leaders that Fort Belvoir was growing larger than previously imagined.
- The DCSOPS issued an order to conduct monthly meetings by IMCOM to brief on BRAC. These meetings would concentrate on infrastructure; BRAC 5/132 (the movement of these agencies into existing buildings); and transportation issues.
- The ROC Drill also examined “unfunded projects” as a result of BRAC.²⁵⁷

During the week of 1 December, senior DoD administrators testified before the House Armed Services Committee’s Joint Readiness and Military Personnel Sub-Committee that the construction and realignment of medical facilities within the NCR was well on schedule. Mr. Allen W. Middletown, acting principal Deputy Assistant Secretary of Defense for Health Affairs, said that, “We are making great progress, and I am pleased to report that we are on track to implement the BRAC recommendations by the statutory deadline of September 15, 2011.” Dr. Dorothy Robyn, Deputy Undersecretary for Installations and Environment, remarked and acknowledged that the consolidation of medical facilities was a large and complex undertaking, but said it represented a reasonable and balanced approach. She predicted a superior health-care delivery system, as a result.²⁵⁸

²⁵⁷ Significant Activities Report, USAG, Fort Belvoir, 1-31 December 2009; Interview with COL Mark Moffatt, 25 November 2009.

²⁵⁸ Samantha L. Quigley, *American Forces Press Service*, “Medical facilities realignments on track, officials say,” *Belvoir Eagle*, 10 December 2009.

During the following week, COLs Blixt and Moffatt participated in site visits and briefings to high-level DoD and congressional officials. On 7 December, they toured the Community Hospital site with REP Chet Edwards (D-17th TX) and LTG Eric Schoomaker, U.S. Army Surgeon General. Two days later, they briefed the Chief of Staff (CSA), GEN George W. Casey Jr., at the hospital site. Also that day, they participated in a BRAC-5/132 presentation at the Pentagon to the Undersecretary of the Army and the VCSA.

Fort Belvoir celebrated a Topping-Out Ceremony on the top floor of the Community Hospital to mark the emplacement of the steel beam at the top of the structure on 11 December. COL Charles Callahan, the DeWitt Hospital commander, noted, “The Fort Belvoir Community Hospital will be a place where patient- and family- centered care meets evidence-based design in a culture of excellence.” On 16 December, a Topping-Out Ceremony took place at the Mark Center office complex. It was hosted by Clark Construction and Duke Realty, and attended by hundreds of construction workers. Team members signed the final piece of steel placed on the 17-story east tower.²⁵⁹

On 22 December, at a press conference in Montgomery County, Md., County Executive Isiah Leggett (D), with key Maryland lawmakers, announced that \$300M would be appropriated in an add-on to the FY 2010 Defense Appropriations Bill passed as a late-entry to the defense spending bill signed by President Obama this week. The money would be split 50-50 by Montgomery and Fairfax Counties to alleviate traffic problems in both counties as a result of BRAC. The deal had been crafted by REPs Chris Van Hollen (D-8th MD) and James Moran (D-8th VA), prodded along by SENs Benjamin L. Cardin (D) and Barbara Mikulski (D) of Maryland.

Besides money to mitigate traffic around the NNMC in Bethesda, long term goals included running a shuttle bus service between Fort Belvoir and the VRE station at Lorton; between Fort Belvoir and the Springfield-Franconia METRO station; and building a rail spur from the METRO station. The money would also provide for widening Route 1 through Fort Belvoir, and to improve pedestrian access. Fairfax County BOS Chairperson Sharon Bulova said, “That is outstanding.” About \$500M had originally been sought to help fix these problems around Fort Belvoir.

This money would serve as a prod to the DoD, which had to report back to Congress within 90 days (NLT 16 March 2010) to explain how it wanted to spend the funds. REP Moran had been pushing for this appropriation and action by the Congress for some time to mitigate traffic around Fort Belvoir. Moran said, “It is a down payment. The total need is three times this amount [\$150M] for Northern Virginia, but it will go a long way towards mitigating the problem.”²⁶⁰

²⁵⁹ “Topping-Out Ceremonies held in December 2009,” *Fort Belvoir Newsletter – Issue No. 15*, January 2009.

²⁶⁰ Miranda S. Spivak, “\$300 million goes to wrangle BRAC traffic,” *The Washington Post*, 23 December 2009.

At a later transportation meeting on 6 January 2010, Mark Canale, the Fairfax County BRAC Coordinator, announced that Fairfax County was allocating \$9M of those funds towards Route 1 widening planning in hopes that the money would not be used for beautification/gates, etc.

SECOND QUARTER

On 1 January 2010, 623 days remained until the BRAC deadline of 15 September 2011.

In January 2010, COL Byron G. Jorns, District Commander, Mobile District USACE, published the Final Environmental Assessment (EA) for the implementation of 2005 BRAC Recommendations 5 and 132 at Fort Belvoir. Relative to Fort Belvoir, BRAC 5 required the relocation and realignment of activities and offices into a consolidated PEO-EIS facility. BRAC 132 required the relocation of various agencies, activities and units – including the U.S. Army Legal Services Agency (USALSA) and the U.S. Army Audit Agency (USAAA) – from various leased facilities in the NCR to Fort Belvoir.

The 19 buildings under consideration for final permanent assignment locations to support BRAC 5/132 were: 211, 214, 215, 219, 220, 314, 767, 805, 808, 815, 1099, 1456, 1458, 1464, 1465, 1467, 1469 and 1471.

Three alternatives, and a No Action Alternative, were considered. Preparation of an EIS was not required since the proposed actions would not be expected to result in significant adverse environmental impacts. These alternatives were:

- Alternative A: 469,000 SF of relocatable buildings.
- Alternative B: 150,000 SF of relocatable buildings
- Alternative C: Renovated warehouse buildings.
- No Action Alternative.

The EA concluded that the installation of relocatable buildings on up to nine different locations on Fort Belvoir, and the renovation of up to 19 buildings to provide space for incoming BRAC 5/132 personnel by 15 September 2011 would have no significant adverse consequences. Public comments to the EA were due no later than 25 March 2010, and agency comments by 9 April. The report anticipated the finalization of the EA and FONSI and signature by 20 April.

In the Draft Finding of No Significant Impact (FONSI), the EA determined that, “Implementation of the proposed action would have no significant adverse direct, indirect or cumulative effects on the quality of the human or natural environment.”

As an update, in April 2010 Ms. Joyce E. Morrow, Administrative Assistant to the SECARMY, after a tour of Fort Belvoir, decided that two brand-new buildings would be constructed on Main Post to accommodate the BRAC 5/132 agencies, rather than a move into renovated space.

In January, the BNVP published its Newsletter No. 15. It introduced Mr. Raymond McNeil, a USACE employee as Local Program Manager at the BIO. He held a BS degree in civil engineering from North Carolina Agricultural and Technical State College. It also introduced Mr. Randy Godfrey, a project manager for the USACE, Baltimore District. He supervised the on-going Main Post Infrastructure Project, as well as the \$60M WTU complex, and the \$10M North Post Access Road/Control Point projects. He held a BS in civil engineering from the University of New Hampshire.

COL Blixt, COL Moffatt and COL Callahan participated in a Fairfax County Planning Commission Roundtable on 11 January 2010. COL Moffatt gave a number of additional BRAC construction and transportation management plan updates throughout FY 2010. These included: a briefing to a group of Fairfax County representatives and businessmen; a briefing at the BRAC Area Plan Review meeting at the Fairfax County Government Center building; to the NCR Transportation Forum; at the Southeast Fairfax Development Corporation's BRAC Seminar; to the Armed Forces Communications and Electronics Association Belvoir Industry Days Conference, and to the Transportation Research Board. Mr. Regan McDonald, Senior Program Manager at BNVP, briefed the Quarterly Board of Directors meeting of the Virginia National Defense Industrial Authority on behalf of COL Moffatt.

On 19 January, construction was announced of the new Child Development Center (CDC) to accommodate 338 children, adjoining the new Community Hospital. Construction was scheduled to begin in March/April 2010. It was to be sited across Belvoir Road near Pence Gate.

The USO also announced a decision to build a \$25M facility within the projected WTU complex facility. The USO was already raising \$100M to cover the cost and maintenance of two facilities at Fort Belvoir and Bethesda. The Fort Belvoir facility would accommodate 15,000 SF and would have lockers, storage, laundry and bathroom facilities, family areas, teaching and demonstration kitchens, dining rooms, and a concierge for community services. It would also include space for educational resources, a learning center, employment services, a music studio, recreation facilities, home theater, an auditorium, conference/library room, game room, playgrounds for children, a meditation room and exterior spaces that would include terraces, outdoor cooking and an amphitheater.²⁶¹

Beginning in February 2010, monthly BRAC NCR Executive Councils were held to continue to address the "big rock" BRAC issues.

During the week of 1 February, an Online Transportation Survey was distributed to the Fort Belvoir workforce by the Transportation Engineering Agency of the Surface Deployment and Distribution Command (SDDC) to determine commuting habits and potential mitigations and changes to existing patterns.

On 10 February, the City of Alexandria City Council adopted a resolution that established a BRAC/Mark Center Advisory Group. It was created to provide a forum for developing ideas

²⁶¹ Julia Ledoux, "USO's newest family center coming to Belvoir," *Belvoir Eagle*, 21 January 2010.

and recommendations regarding transportation improvements and other issues associated with realignment of personnel to the Mark Center. More information was available at: <http://alexandria.gov/BRAC>.

On 18 February, SEN Mark Warner (D) and REP Moran visited the Community Hospital site where they were briefed by installation leadership and senior partners. They toured the site while congressional staffers captured video/stills for multi-media website projects. The group received an up-close look at what engineers considered to be one of the hospital's distinct features – a main reception area overlooking an outside garden. After the visit, SEN Warner said, "I'm impressed with the patient-friendly design of the hospital. Without a doubt, this is going to be a world-class facility once it's completed. It's fitting we have something substantive that shows our appreciation for the sacrifices made by our men and women in uniform. It makes me proud to know we will have a cutting-edge hospital right here in Virginia." In attendance were COL Blixt, COL Andrew Backus (USACE, Norfolk District), COL Callahan, COL Moffatt, CSM Berhane and other USACE/BIO personnel. Media staff included TV news crews from channels ABC 7 and CBS 9, plus Miranda Spivak from *The Washington Post*.²⁶²

COL Moffatt represented COL Blixt and the garrison at the annual Mount Vernon Town Hall at Mount Vernon High School, hosted by Supervisor Gerry Hyland on Saturday, 20 February.

In March 2010, BNVP published its Newsletter No. 16. It provided updates on construction on the non-contiguous properties (Mark Center and Rivanna Station). It also provided coverage of the recent congressional tour of the hospital. It introduced Mr. Michael Knight, BRAC Program Manager for the DIA, who managed the JUIAF at Rivanna Station. He held a Master's degree in civil engineering. It also introduced Susan Stimart, the Business Development Facilitator for Albemarle County. She represented the county's interests in the BRAC 167 project at Rivanna Station.

The Missile Defense Agency (MDA) Topping-Out Ceremony was conducted on 16 March 2010.

During the week of 23 March, COL Blixt's areas of Fort Belvoir BRAC focus included:

- Resourcing remained the top issue within the Garrison, with a \$29.8M shortfall in BASOPS. Without redress, the Garrison was expected to run out of funds before the end of May.
- It was recommended that HQ, IMCOM analyze options to delay the arrival at Fort Belvoir of 900 personnel from BRAC 132 (Army Lease from Crystal City). A delay until FY 12/13 would allow planning and construction of permanent facilities and save the Army \$100M required for the construction of relocatables and warehouse modification. Alternately, a decision on modifying a warehouse, the use of relocatables and the funding for BRAC 132 had to be received in order to start construction NLT 1 July 2010. At least 3,300 personnel would move to Fort Belvoir under BRAC 5/132 (including PEO-EIS from Fort Monmouth, N.J.). Renovations within 13 buildings were expected to cost \$41M - \$85M and were currently unfunded.

²⁶² Email, "EXSUM," Travis Edwards to Gustav Person, 23 February 2010; Paul Bello, "Warner, Moran visit site of new hospital," *Belvoir Eagle*, 25 February 2010.

- Fort Belvoir had included the replacement of six golf holes, lost to the NMUSA construction in the Museum Infrastructure MCA Project (PN 71149, \$29M). Approval of a replacement project would provide a continuous 36-hole complex for this high-demand program. On 23 April, Mr. L. Jerry Hansen conducted a meeting with the main NMUSA stakeholders to determine who would pay for the replacement of the six holes of the Gunston Golf Course on North Post which would be obliterated by the NMUSA. Estimated replacement cost was \$2.2M.
- Fort Belvoir had proposed placement of a lodging facility near the Community Hospital with priority for WTU, medical patients and their families.

During the week of 22 March, the preliminary draft of the Environmental Assessment (EA) for the NMUSA was published. Comments were due to the architect-engineer firm during the following weeks. It anticipated finalization of the EA and FONSI signature by 30 April 2010.

THIRD QUARTER

On 1 April, the IMCOM NCR-D was disbanded. The NERO thereby resumed supervision of installations in the Northeast Region. BG Dennis E. Rogers, the previous director, retired from active duty on 9 April in a ceremony at the Wood Theater on post.

COL Moffatt attended the MEDCOM ROC Drill at Fort Myer on 7 April.

IMCOM-NER director, Mr. Russell Hall, visited the Community Hospital construction site on 15 April 2009.

April Outreach

COL Blixt conducted an office call on 13 April with new Virginia DEL Scott Surovell (D-44th District), whose focus was on Route 1 traffic and BRAC impacts. COL Blixt autographed a framed photo of Route 1 in April 1918 as a memento of this visit. COL Moffatt provided a windshield tour of the installation and the BRAC sites.

On 10 April, Mess. Travis Edwards and John Rosewarne, the Quantico Base BRAC Coordinator, provided a BRAC and Master Plan transition project briefing to members of the Quantico-Belvoir Regional Business Alliance, Inc. in Prince William County.

On 21 April, Mr. Don Carr, the Fort Belvoir PAO director, provided a BRAC briefing at the Virginia National Defense Industrial Authority (VNDIA) board meeting at the Fairfax County Government Center. COL Blixt hosted an office call on 22 April with Ms. Terrie Suit, Virginia's new cabinet-level official for Commonwealth Preparedness and the current Virginia Military Advisory Council co-chair.

On 22 April Mr. Gustav Person, the Installation Historian, provided a BRAC briefing to the Newington Civic Association at the Levelle Dupell Park in Newington. Seventeen residents attended this briefing. The briefing explained the purpose of spreading the impact of BRAC across all Belvoir property so that 3,000 – 4,000 more positions could be accommodated on the Main Post.

Mr. Person attended the bi-weekly meeting of the PWC Economic Development Task Force on 26 April at the Quantico Center in Dumfries, Va. The meeting concentrated on Business Development in Defense Contracting, SCIF space and obstacles to locating Defense Contracting. Mr. David Moss presented a short BRAC briefing. Mr. Person was invited to make some additional comments which concentrated on the new Community Hospital and the related NMUSA. Ms. Terrie Suit, of the Governor's cabinet and assistant for military affairs, gave a briefing on jobs, veterans and economic development in the Commonwealth. She noted that 20% of all jobs in Virginia are direct DoD hires; and that Virginia would gain ~5,500 jobs as a result of BRAC 2005. She lauded organizations such as Belvoir's BOA.

BRAC outreach events for May included programs at the Whitman Middle School, Alexandria on 10 May, the Laurel Hill School, Lorton on 12 May, and the Saratoga Elementary School, Springfield on 17 May.

On 30 April, a groundbreaking ceremony was conducted for the new Child Development Center (CDC) inside Pence Gate, to support the new Community Hospital. Numerous DoD officials joined Fort Belvoir and local elected leaders for this event. The new \$10.4M center was funded through the ARRA. The 37,000 SF facility would accommodate 338 children, and 62 staff members. It would be operated by the DFMWR. REP Gerry Connolly (D-11th Dist.) attended, and noted, "I can remember that we had a common challenge after BRAC, when as chairman of the Fairfax County Board of Supervisors, the decision was made to bring 19,000 additional personnel to Belvoir." Also attending was Dr. Joseph Westphal, Undersecretary of the Army.²⁶³

Traffic Woes

A generally negative article in *The Washington Post* on 9 May described the overall poor traffic conditions in Northern Virginia, with BRAC proceedings providing more congestion and problems. The article cited Mr. L. Jerry Hansen, as successor to Mr. Keith Eastin, and overseer of the various job shifts around the region. It noted that Mr. Hansen and local governments were working to ensure that "commuters didn't get stuck." He had cited plans for transportation mediation, and details were expected that summer. Some statistics in the article were wrong. It included three vignettes of commuters who either already had, or were destined to have long commuter drives to and from work every day – some up to 5 hours per day. The

²⁶³ Julia Ledoux, "Belvoir breaks new ground on new Child Development Center," *Belvoir Eagle*, 6 May 2010.

article had quotes from COLs Blixt and Moffatt, REP Moran, Supervisor Jeffrey McKay and others. It included information on the construction of a prospective ramp off I-395 into the Mark Center which would cut through the 43-acre Winkler Botanical Preserve. Five days previously, the government had already decided not to disturb that preserve.²⁶⁴

A follow-up article two days later by the same reporter indicated that Rep Moran wanted to limit the transfer of defense workers to the Mark Center until the Pentagon ensured that the new commuting patterns would not make already bad things worse. On Monday, 10 May, Mr. Moran remarked that he had asked the House Armed Services Committee to limit the transfer to the Mark Center to 1,000 cars. That would force the Pentagon to delay most moves or quickly create a plan for carpools, buses and telecommuting. Pentagon officials had said that they planned to have 40% of Mark Center employees get to work without cars. Mr. Moran also remarked that the \$300M approved last year would help, but more money was needed for road work around the Mark Center. Additional time was needed to fully resolve traffic concerns around Fort Belvoir. He thought it would take five years before traffic could move smoothly there.²⁶⁵

A related article in *Army Times* on 17 May, noted that traffic implications at the Mark Center could be severe, as it was located on the major, congested artery into Washington from the south (I-395). An analysis by VDOT indicated that previous projections regarding the traffic implications might be severely understated. Even with planned proffered roadway improvements, “conditions on the arterial network are projected to degrade by 2035.” VDOT simulations “indicated complete gridlock conditions on Seminary Road and Beauregard Street in the vicinity of the Mark Center as outbound traffic tries to exit the facility.”²⁶⁶

REP Moran’s proposal that could delay the transfer of thousands of defense workers to the Mark Center was set for a vote on 27 May in the House of Representatives. His amendment required the Pentagon to devise plans to ease commutes and make road improvements to ensure that the already congested area did not get worse. Mr. Moran’s proposal would give Congress the final say over the military’s traffic management plan. It targeted traffic at six intersections, and compelled the Pentagon to complete construction of access roads and ramps before the cap could be lifted. The six intersections were:

- Beauregard Street and Mark Center Drive
- Beauregard Street and Seminary Road
- Seminary Road and Mark Center Drive
- Seminary Road and the northbound entrance ramp to I-395
- Seminary Road and the northbound exit ramp from I-395
- Seminary Road and the southbound exit ramp from I-395

²⁶⁴ Miranda S. Spivak, “Rushing Against Time,” *The Washington Post*, 9 May 2010.

²⁶⁵ Miranda S. Spivak, “Traffic fears may stall move from Pentagon,” *The Washington Post*, 11 May 2010.

²⁶⁶ Jim Tice, “Belvoir’s BRAC building booms,” *Army Times*, 17 May 2010.

The Appropriations Bill would be conferenced during summer 2010 in the House and the Senate. Supervisor Jeff McKay had already described the Army's decision to choose the Mark Center as "dumb," and "devastating to the region."²⁶⁷

In June 2010, DoD released its draft Transportation Management Plan (TMP) for the Mark Center. It noted that the 16-acre site was master-planned and approved in 2004 by the City of Alexandria. The BRAC 133 initiative entailed the re-location of 24 DoD-level agencies from several unsecured leased facilities in the Arlington, Rosslyn and Crystal City areas. The TMP was approved on 2 September 2010 by the National Capital Planning Commission (NCPC). The Army's plan had been formulated with significant input from the City of Alexandria, a Citizens Advisory Committee and VDOT. Aspects of the plan, through this collaborative process, included the following:

- A shuttle service from Franconia-Springfield METRO; in addition to the shuttle services from the Pentagon, Ballston METRO, West Falls Church METRO and the King Street METRO stations
- Hiring a full-time Transportation Coordinator to serve BRAC 133 employees and assist in the identification of alternate modes of transportation
- Explore improving transit service options to enhanced transit service to METRO stations, and inclusion of a complete shuttle plan
- Promote a reduction of single occupant-vehicles
- The Army and DoD committed to monitoring how many employees arrived at this facility after it began operating.
- The DoD Office of Economic Adjustment funded half the cost of a recently initiated VDOT study to evaluate additional short- and long-term transportation improvements.
- The Army and DoD, in an agreement with the Alexandria mayor's office, agreed to consider the use of police officers at key intersections for the first year of operation.²⁶⁸

COL Moffatt presented two on-post BRAC updates on 23 and 29 June at the North and South Post Garrison Town Halls.

Later, on 1 July, REP Moran's proposal to limit cars at the Mark Center to 1,000 was included in an amendment (HR 4899) by REP David Obey (D-7th WI) to the Afghan War Supplemental to the FY 2010 Defense Appropriations Bill. He was the chairman of the House Committee on Appropriations. REP Obey's amendment was designed to move the \$300M transportation fund to the Office of Economic Adjustment, and was attached to the Senate version after clearing the House. However, the Senate could not achieve cloture to debate the Obey amendment, effectively killing it. Meanwhile, the Afghan War Supplemental passed the Senate without the Obey amendment on 27 July 2010.²⁶⁹

²⁶⁷ Miranda S. Spivak, "Congress to vote on delaying BRAC move," *The Washington Post*, 26 May 2010; see also Steve Hunt, "Trying to 'Cap' Congestion; Parking Limits Proposed to Mitigate Planning Failure," *Mount Vernon Voice*, 2 June 2010.

²⁶⁸ Public Affairs Office, "Transportation Management Plan Talking Points," undated advisory.

²⁶⁹ Email, "Timeline," Christopher Gaspar to Travis Edwards, 7 October 2010.

The traffic controversy continued throughout the summer. On 15 September, a rehearsal in preparation for a Mark Center Town Hall was conducted prior to the general meeting on the following day. REP Moran told MG Horst and COL Strycula that the Town Hall would be a “ruckus.” He believed that Fort Belvoir had been doing the right thing, but he intended to focus in on the three DoD decision makers who had selected the Mark Center in the first place. On 16 September, the Town Hall convened at the Hammond Middle School in Alexandria at 1930 hrs. The meeting drew about 250 citizens to hear Moran’s update efforts to “fix the chaos on our roadways.” He spoke of language that he had placed in the current defense authorization bill to restrict the number of parking spaces the Army could use at the Mark Center to 1,000 spaces until the military made the transportation upgrades needed to prevent gridlock. He had asked the staff members of SENs Webb and Warner to encourage their bosses to support it. The panel at the Town Hall consisted of Dr. Dorothy Robyn, Deputy Undersecretary of Defense for Installations & Environment; Mr. Michael L. Rhodes, Deputy Director Administration & Management, WHS; Mr. L. Jerry Hansen; Ms. Sharon Bulova; Mr. Mark Canale, Fairfax County BRAC Coordinator; Mr. Thomas Fahrney, VDOT BRAC Coordinator; and other Alexandria transportation officials. Several young people at the meeting remarked that they wanted to ensure that the Winkler Preserve remained untouched as transportation solutions were put in place. Several times, Mr. Rhodes took a hard line, and was very blunt in emphasizing that DoD had acted in accordance with the law. “We don’t need revisionist history,” he remarked in recounting how the Mark Center decision was reached. Mr. Hansen, acknowledging funding issues, repeated the need for DoD to relook at provisions in the DAR program, with an eye to providing DoD funding to urban areas impacted by DoD actions. Several citizens suggested that DoD needed to formally ask Congress to delay the moves to allow time to get mitigations in place. The overall mood of the gathering was hostile to DoD, the Army and the Mark Center. Nothing was decided, nor were any new recommendations raised. It mainly provided a forum for the elected leaders and the community to voice their concerns, frustrations and anger about the traffic in the vicinity of the Mark Center.²⁷⁰

On Wednesday, 29 September, in order to dramatize the traffic conundrum between Alexandria and the Mark Center, REP Moran boarded a test bus with other commuters at Springfield-Franconia METRO Station on an off-duty DASH bus. He said, “I feel as if I’m watching grass grow faster than the traffic’s moving on I-395.” Other city representatives were present. DoD representatives did not attend. Sandy Modell, general manager of the Alexandria Transit Co., noted that city officials hoped that a network of regional shuttle busses was the answer, but they needed a commitment from DoD, financially and symbolically. The bus ride from METRO to the Mark Center took 49 minutes and 30 seconds. Alexandria BRAC Coordinator David Grover said, “It’s anyone’s guess how 3,800 more cars will impact the situation. We’re not going to immediately road-build our way out of this problem.”²⁷¹

²⁷⁰ Email, “EXSUM,” Travis Edwards to Don Carr, 17 September 2010; Email, “Congressman Moran Townhall,” COL John Strycula to MG Karl Horst, 17 September 2010.

²⁷¹ David Sachs, “Commute Conundrum; Officials take rush hour ride-along to test BRAC solutions,” *Alexandria Times*, 30 September 2010.

In May, BNVP published its Newsletter No. 17. It covered the groundbreaking of the projected Hospital CDC near Pence Gate, plus information that four additional CDCs were being planned:

- One 144-child CDC at Abbott Road and the Woodlawn Chapel
- Two 124-child CDCs at the North Area near the new ESC Center
- One 100-child CDC at Rivanna Station

All CDCs were to be operated by the Garrison DFMWR

The newsletter also covered environmental mitigation. As of spring 2010, \$4.7M had been allocated to the following:

- Invasive/exotic vegetation control
- Removal of impervious surfaces (pavement from no-longer used roads)
- Stream habitat restoration
- Partners in Flight (PIF) habitat restoration
- Wildlife crossings – 5 new wildlife road underpasses were proposed
- Expansion of wildlife refuges. Existing wildlife refuges were to be expanded by 375 acres.

Innovative technologies at the NGA would include the two wings of the main office building connected by a 50,000 SF central atrium which would be covered by an Ethylene Tetrafluoroethylene (ETFE) skylight. The steel frame would be covered by an ETFE transparent roofing system. The NGA building would also feature a two-story Vierendeel Truss that would span the 130-foot atrium and sit 130 feet above the atrium floor. At 180,000 lbs., it was so heavy that it had to be lifted in two stages. The newsletter also introduced Mr. Gregory W. Fleming, Environmental Specialist within the Garrison BRAC Operations Office for the Community Hospital, and the PIF habitat expert for the NCE and the Fort Belvoir North Area. Also highlighted was Ms. Pamela Couch, Environmental Specialist in the BRAC Operations Office. Her primary responsibilities included ensuring compliance and communication among USACE, NGA and various contractors. She also conducted daily inspections at the construction sites. The newsletter also described the National Environmental Policy Act (NEPA) of 1969.²⁷²

In May 2010, BNVP published an “Information Fact Sheet: Environmental Stewardship” which examined various environmental issues connected with BRAC. It discussed tree replacement, migratory bird nest surveys, protection of threatened and endangered species, and environmental

²⁷² “BRAC Fact,” *Belvoir Eagle*, 25 February 2010, contributed additional information to this entry.

program compliance for air quality, wetlands and storm water management. Mitigation recommendations included:

- Invasive/exotic vegetation control
- Removal of impervious surfaces
- Stream habitat restoration
- Partners In Flight (PIF) habitat restoration
- Wildlife crossings
- Expansion of wildlife refuges

On 12 May 2010, a DD Form 1391 was signed and forwarded to IMCOM NERO and ACSIM BRAC-D for approval of two buildings (185,000 SF) with parking structures. ACSIM BRAC-D removed the parking structures at the Lower North Post site slated for the Office of the Chief, Army Reserve building. Fort Belvoir required funding ASAP to begin site preparation on 1 July 2010.

During this week, at the request of OSD, the WHS was considering whether or not to accelerate construction completion by 90 days, to finish by 15 June 2011, of the BRAC 133 at the Mark Center.

On 17 June, the Northeast Region Medical Command (NRMC) HQ building and Dental Clinic (BRAC 169) groundbreaking ceremony was conducted on the hospital campus construction site, just west of Belvoir Road. Speakers included MG Carla Hawley-Bowland, NRMC and WRAMC commanding general, and COL Mark Moffatt.

VDOT conducted a public meeting focused on the FCP extensions on the evening of 25 August at West Springfield High School, 6100 Rolling Road, Springfield. This was the last meeting before the main roadway was opened in September.

FOURTH QUARTER

Change of Command

In an impressive ceremony on 7 July on the Colonel Stephen H. Long Parade Ground, COL Jerry L. Blixt relinquished command of the U.S. Army Garrison, Fort Belvoir to COL John J. Strycula. The ceremony was hosted by Mr. Russell B. Hall, Director, NERO, IMCOM. Mr. Hall praised COL Blixt, who had taken command two years previously, at the height of the BRAC changes. In his remarks, COL Strycula pledged to maintain strong working relationships with the surrounding communities as Fort Belvoir neared the end of BRAC actions. Prior to the change-of-command, COL Blixt was honored with the award of the Legion of Merit.²⁷³

²⁷³ Paul Bello, "Strycula takes command of Belvoir; Blixt honored to have served installation," *Belvoir Eagle*, 8 July 2010.

On 19 July, a Route 1 planning conference convened at the South County Government Center in Alexandria to plan a strategy for the future of Route 1, which bisected Fort Belvoir. With the 15 September 2011 BRAC deadline fast approaching, many people feared that unless drastic actions were taken, that the Route 1 corridor would be disastrously clogged. The highlight of the meeting was a preliminary report from the National Academy of Sciences that funding for improvements to Route 1 might be able to come from the Pentagon under the DAR criteria. The final report was due in January 2011. SEN Mark Warner (D) hoped to use the preliminary report as leverage to obtain funding from the Pentagon. DEL Scott Surovell (D-44th Dist.) commented that discussions, such as those concerning construction at Tyson's Corner, had not taken place concerning Route 1. Supervisor McKay (D-Springfield) responded, "The difference between Tyson's Corner and Route 1 is everything. This is a major step backward. We really missed an opportunity in Springfield." DEL Charniele Herring (D-46th Dist.) said, "This is a national security problem. If people can't get to and from Fort Belvoir, that's a threat to national security." She noted that if the SECDEF were to classify the coming Fort Belvoir gridlock as a national security problem, access to funds might open up. SEN Richard Saslaw (D-35th Dist.) said, "If traffic doubled here we'd have a backup all the way to Miami Beach." Alexandria Mayor William Euille also raised the issue of fire-fighting services at the new Mark Center buildings. It was charged that this issue had apparently not been addressed by DoD planners.²⁷⁴

In July, the BNVP Newsletter No. 18 was published. It introduced COL John J. Strycula, and documented the achievements of the three previous Garrison Commanders (COLs T.W. Williams, Brian Lauritzen and Jerry Blixt). It also introduced COL Mark Moffatt and Mr. James S. Turkel, Director of the Belvoir Integration Office (BIO). It documented the NRMHC HQ and Dental Clinic groundbreaking. The Dental Clinic would be staffed by approximately 15 dentists and 62 staff who would work at the 23,000 SF facility. It would cost \$19.1M, and include a total of 40 dental treatment rooms. The newsletter also discussed the new buildings planned for BRAC 132 personnel. They would accommodate 3,400 personnel, one on Gunston Road on South Post for the USALSA, the second on North Post for the OCAR, just north of Route 1 near Lieber Gate.

BNVP also published an "Information Fact Sheet: Sustainable Design and Construction" that month. In January 2006, the DA issued an update to its Sustainable Design and Development Policy that announced a transition to the use of the U.S. Green Building Council's Leadership in Energy & Environmental Design (LEED) Green Building rating system. BRAC 2005 projects on Fort Belvoir began using LEED-NC version 2.2 which measured projects on a 69-point scale, and included four certification levels: Certified (26-32 points); Silver (33-38 points); Gold (39-51 points); and Platinum (52-69 points). Points were assigned on the basis of whether a project achieved specified credits within six categories: Sustainable Sites, Water Efficiency, Energy & Atmosphere, Materials & Resources, Indoor Environmental Quality, and Innovation

²⁷⁴ Michael Lee Pope, "Pointing Fingers; Local, state and federal leaders differ over past and worry about future of Richmond Highway," *Mount Vernon Gazette*, 22 July 2010; "BRAC Firetrap," *Alexandria Gazette Packet*, 22 July 2010.

and Design Process. Construction projects at Fort Belvoir within BRAC were designed to receive the following certifications:

Community Hospital: 37 points (Silver Certification); Two underground cisterns would hold a combined total of 160,000 gallons for irrigation. It would take a year to fill these cisterns. The majority of construction material waste was being recycled – 90% of construction debris.

NGA: 38 points (Silver Certification); It used a chilled beam heating and cooling system, and an ETFE transparent roofing system.

Mark Center: 43 points (Gold Certification); It would consume 30% less energy and 50% less water than a traditional building of the same size.

JUIAF: 38 points (Silver Certification); It included dense spray-on foam applications to the exterior structural walls and wall panels, and the “no mowing” planting of wildflowers over extensive areas of the grounds that would normally have been turf.

MDA: 35 points (Silver Certification); It featured an underground storm water retention system. It would not contain a permanent irrigation system.

On 9 August 2010, U.S. Navy VADM Robert B. Murrett relinquished command of the NGA to Ms. Letitia A. Long at a change-of-command ceremony on the roof of the parking garage at the new NGA facility on the Fort Belvoir North Area. The guest speaker was SECDEF Robert M. Gates. Director of National Intelligence James R. Clapper, Jr. noted, “We are witnessing history with Tish’s (Ms. Long’s) ascension as the first woman to serve as director of a major intelligence agency.” She began her Federal career with the Navy in 1978 as a project engineer in training. She most recently served as the deputy director of the DIA from May 2006 to the present. It was noted that, upon completion, the NCE building would be the third largest Federal government building after the Pentagon and the Ronald Reagan Building in Washington, D.C.²⁷⁵

On the following day, at a ribbon-cutting ceremony for the JUIAF at Rivanna Station north of Charlottesville, VA, the Defense Intelligence Agency formally opened its new facility. On hand were the DIA Director, LTG Ronald L. Burgess, Jr., as host, as well as SECDEF Robert M. Gates, MG Karl Horst, COL John Strycula, and Albemarle County BOS Chairwoman Ann H. Mallek. The \$62M, 170,000 SF facility would hold 1,000 employees. The JUIAF and the National Ground Intelligence Center (NGIC) facilities made up Rivanna Station. Future plans called for a new CDC and fire station. Construction statistics were impressive: 186,000 cubic yards of earth had been moved; 85,000 tons of rock had been removed, 2,373 cubic yards of structural concrete had been poured, and 6,289 cubic yards of slab-placed concrete had been used.²⁷⁶

²⁷⁵ NGA Press Release, “NGA welcomes new director,” *Belvoir Eagle*, 12 August 2010.

²⁷⁶ Travis Edwards, “Defense Intelligence Agency opens new facility at Rivanna Station,” *Belvoir Eagle*, 12 August 2010; BNVP, “Major Milestone Celebrated at Rivanna Station,” *Newsletter No. 19*, September 2010.

August Public Outreach

On 11 August, GEN George W. Casey, Jr., Chief of Staff of the Army (CSA), visited the installation to obtain an update regarding the BRAC projects at Fort Belvoir. The CSA was escorted by MG Merdith “Bo” Temple, USACE deputy commanding general, and Baltimore District Engineer COL David Anderson. Senior leaders from the garrison and USACE provided an overview of the current status of the various construction projects underway. Representatives of the NGA also attended, as GEN Casey toured the New Campus East. GEN Casey commented, “This is absolutely phenomenal.”²⁷⁷ Also on that day, COL Strycula toured BRAC sites with LTG Rick Lynch, commanding general of IMCOM.

On 12 August, SEN Linda “Toddy” Puller (D-36th District) visited Fort Belvoir for a briefing and windshield tour of the Community Hospital, the new CDC, road improvements on Belvoir Road and the WTU complex. COL Moffatt conducted a short briefing over lunch at the South Side Grill on 9th Street. Items stressed during the tour included:

- Sufficient handicapped parking spaces would be reserved in front of the main hospital entrance.
- 50,000-gallon cisterns would collect rainwater from the curved roofs to water the landscape and shrubbery.
- The South Garage would have one higher level. The North Garage was built one level lower to preserve the view shed from the Friends Meeting House across Route 1.
- The hospital construction was delayed by at least six months to install a Linear Accelerator in the Cancer Ward.
- The Central Utility Plant (CUP) behind the main building cost \$30M.
- The WTU complex barracks would accommodate 400 beds.

On 13 August, COL Moffatt participated in a forum at the Ritz Hotel at Tyson’s Corner with local congressmen and developers regarding BRAC 2005. It was sponsored by the Bisnow Media Corporation which had hosted previous events, drawing media attention and large audiences. At least 550 people attended this event.

Mr. Sean Connaughton, VDOT secretary, and former BOS chairman of Prince William County, was escorted by COL Moffatt on a tour of the NGA transportation sites, the DAR roads and the FCP connection ramp sites on 16 August. It was noted that the NGA will operate a bus shuttle with the METRO station at Franconia-Springfield.

On 18 August, Travis Edwards briefed the Prince William County Chamber of Commerce concerning BRAC at Fort Belvoir and Quantico at a lunchtime meeting at the Old Hickory Country Club in Manassas. Local media and local newspaper coverage was anticipated. Mr. Edwards was joined by Mr. John Rosewarne from Quantico for the briefing to approximately 100 small-business owners.

²⁷⁷ Ibid; Ann Johnson, “CSA lauds Army Corps for ‘phenomenal’ work after visit to NGA project at Belvoir,” *Belvoir Eagle*, 19 August 2010.

During the period 22-29 August, Walker Gate was closed for construction and renovation work.

During September, BNVP published its 19th newsletter which celebrated the opening of the JUIAF at Rivanna Station, and included information about the new NGA director, the visit of the CSA to Fort Belvoir, and the opening of the last stretch of the FCP. It also introduced Ms. Susan Baker, Statewide BRAC Workforce Project Manager, who was hired by the Commonwealth to manage workforce and economic development initiatives, primarily at Quantico and Fort Belvoir. She had a proven record of increasing organizational effectiveness by creating strategic planning and training. Also introduced was Ms. Peggy Tadej as Northern Virginia Regional BRAC Coordinator who was hired by the Northern Virginia Regional Commission in June 2010.²⁷⁸

Fairfax County Parkway Completion

VDOT conducted a public meeting focused on the FCP extensions on the evening of 25 August at West Springfield High School, 6100 Rolling Road, Springfield. This was the last meeting before the main roadway was opened in September.

In anticipation of the opening of the last stretch of the FCP, various media outlets began reports about the history of the parkway over the previous 50 years, and all the problems along the way. REP Gerry Connolly (D-11th VA) was quoted as saying, “The base alignment plan came to us with no transportation funding. That was unconscionable.” He had envisioned METRO extending down I-66 to Gainesville and down I-95 to Potomac Mills, plus light rail down the Richmond highway corridor. He described Virginia as an unreliable funding partner, and that an unusual percentage of the project was funded by local dollars.²⁷⁹

On 13 September 2010, a ribbon-cutting ceremony was conducted on-site for the opening of the FCP, prior to the official opening for traffic on 19 September. The main stretch of the roadway was completed, awaiting construction of a number of the access ramps. The new stretch of highway was named for Virginia State Trooper Charles Cosslett who was killed in a traffic collision on 23 October 2002 while responding to a call. Mr. L. Jerry Hansen, Deputy Assistant Secretary of the Army for Strategic Infrastructure, said, “For the Army, this collaborative effort included providing the land, as well as funding about \$20M in environmental investigations, assessments and clean-up of the former Army training area once called the Engineer Proving Ground.” REP Connolly said, “At last, at last! It is a glorious day to finally have this project done. While the responsibility of the state and Fairfax County helped, the Recovery Act [ARRA] contributed \$61M that allowed its construction.”²⁸⁰

The 3,300 incoming tenants from BRAC 5 and 132, moving into existing buildings on the installation continued to be a major project for the BRAC office. The timeline and funding

²⁷⁸ BNVP, *Newsletter – Issue No. 19*, September 2010.

²⁷⁹ Ashley Halsey III, “The 35-mile road that took 50 years; Fairfax County Parkway, a victim of erratic funding, finally nears the finish line,” *The Washington Post*, 6 September 2010.

²⁸⁰ Marny Malin, “Fairfax County Parkway connection opens Friday,” *Belvoir Eagle*, 16 September 2010. See also the two BRAC supplements contained in this edition of the newspaper.

challenges of renovating existing buildings after existing tenants vacated, and meeting the BRAC deadline of 15 September 2011, continued to be worked at the highest Army levels. During the fiscal year, all possible options were considered which included refitting 13 existing buildings, utilizing modular buildings, refitting warehouse space, and/or constructing new administrative space. The final decision was to renovate ten existing buildings and to award two new MILCON construction contracts to build facilities for the USALSA and OCAR. Those contracts were awarded in early September 2010 with a compressed 365-day construction schedule. The BRAC office continued to work with OAA, ACSIM, USACE and the garrison to work toward the completion of the moves of all BRAC 5 and 132 agencies.

On 13 September, the German Minister of the Interior of Rhineland-Palatinate, Herr Karl Peter Bruch, paid a visit to the Community Hospital in preparation for a military construction project which would replace the Landstuhl Regional Medical Center in Landstuhl, Germany.

On the following day, COL Moffatt conducted a BRAC briefing for 30 members of the Braddock District Council of Community Associations during a meeting entitled, "BRAC in Fairfax," in Burke, Virginia. The meeting included representatives from the local congressional delegation and VDOT. Informational flyers were distributed.

On 16 September, two separate supplements were included in the weekly edition of the *Belvoir Eagle*. The first, entitled "Virginia Mega-Projects," addressed all the major transportation projects underway in Northern Virginia. It addressed HOT Lanes, public transportation, vanpooling, and technologies advances. The second supplement, entitled "Reaching the Belvoir BRAC Summit," addressed construction deadlines, introduced COLs Strycula and Moffatt, infrastructure improvements, NGA and the North Area, Community Hospital, the Mark Center, the JUIAF, MDA, planned construction at Lieber Gate, Mulligan Road construction, PEO-EIS, Belvoir New Vision website, Army Lease Agencies (Chief of Army Reserve, U.S. Army Legal Services Agency, U.S. Army Audit Agency). Further sections addressed additional construction and renovation, Belvoir Information Products (radio, Listserve, *Belvoir Eagle*, Facebook and Twitter), environmental stewardship and the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED).

That morning, Fort Belvoir hosted a visit by the Russian Minister of Defense, Anatoly Serdyukov, and a large military and civilian delegation. He was greeted by COLs Strycula and Moffatt. The visit began with a briefing at the Community Center where the minister was welcomed by LTG William Troy, Director of the Army Staff, and Mr. L. Jerry Hansen. The briefing was followed by a tour of the Community Hospital; privatized housing with a visit to an unoccupied enlisted home at Herryford Village; a tour of South Post; and departure by helicopter from DAAF. The minister, a businessman, was very interested in reforming the Russian military, especially in the areas of quality of life for service personnel.²⁸¹

²⁸¹ Paul Bello, "Russian Minister of Defense gets first-hand look at Belvoir," *Belvoir Eagle*, 23 September 2010.

On 20 September, BNVP announced a new “Road Closure” formal page to its website, to keep viewers up-to-date on the impact of work on Fort Belvoir’s road network, to include closures and detours. It was accessible at: www.belvoirnewvision.com/content.asp?contentid=473. A corresponding link from the Belvoir website had already been created on 27 July to publicize this information. BNVP also continued to maintain and update several SharePoint sites for communication and information-sharing for over 600 users.

Throughout the review period, the Planning Integration Board (PIB) continued to hold semi-monthly meetings to work to resolve issues related to BRAC and coordination with ongoing installation projects. COL Moffatt chaired these meetings, supported by his staff and BNVP. Regular participants included representatives from ACSIM, Fairfax County, Fort Belvoir directorates, the USACE Belvoir Integration office (BIO), and incoming tenants.

To close out the fiscal year, on 30 September the Coalition for Smarter Growth hosted a Route 1 forum event titled, “Inspiration for Revitalization” that attracted approximately 50 citizens and ten civic leaders at Groveton Elementary School in Alexandria, just north of Hybla Valley off Route 1. The overall theme was revitalization of the thoroughfare that occasionally drifted to subjects of Fort Belvoir and traffic when people began looking for funds and impetus to revitalize the area. Supervisor Gerry Hyland opened and closed with comments about Fort Belvoir having a responsibility for road improvements. Supervisor Jeff McKay had positive comments such as, “We are very lucky to have the Belvoir growth that keeps generating jobs. That growth is needed to push revitalization.” Key leaders in attendance included SEN Patsy Ticer, DEL Scott Surovell, School Board member Dan Storck and other environmental and developmental leaders.

CONCLUSION

As of 30 September 2010, there were 349 days remaining until 15 September 2011. During FY 2010, although numerous construction projects were in full swing throughout the installation, planning decisions, such as BRAC 5 and 132, were still being made for various locations. Other projects, such as the new Lieber Gate intersection across Route 1 had yet to be initiated.

As of the end of fiscal year 2010, overall construction progress at the NCE facility was 83%. Completion of the CUP and Tech Center was at 100%, the main building was 78%, the parking garage was 99%, the visitor center was 52%, and the remote inspection facility was 35%. Initial deployment was scheduled to begin in January 2011. The new Emergency Services Center at the North Area was 71% complete, with occupancy scheduled to begin in November 2010. Overall construction completion for the Fort Belvoir Community Hospital was at 66%. As of 30 September 2010, the River Pavilion was in joint occupancy status, and both the north and south parking garages were complete. The MDA headquarters, under construction at the north end of the Long Parade Ground was 41% complete. The Washington Headquarters Services facility at the Mark Center was 60% complete. Finally, the JUIAF at Rivanna Station was 95% complete and preparing for its initial deployment as of the end of the fiscal year.

Controversies, mainly concerned with traffic mitigations, such as at the Mark Center and the Route 1 widening, still held center stage, and had not been accomplished to the satisfaction of all. These controversies received significant media coverage.

By 30 September, the number of tenant/partner organizations on post had risen to approximately 135. By the BRAC deadline, that number was expected to increase to at least 160.

Anyone visiting Fort Belvoir, after an interval of a few months or years, was struck with the enormous changes going on around the installation. The mammoth size of the NCE, seen from I-95, or the new Community Hospital along Belvoir Road, elicited much favorable comment and amazement. The NGA facility had already been described as “two aircraft carriers built side by side.” With the BRAC deadline fast approaching, those feelings would only increase.

Chapter Eight

FISCAL YEAR 2011 BRAC DEADLINE

INTRODUCTION

In the summer 2011 edition of the *U.S. Army Journal of Installation Management*, LTG Rick Lynch, IMCOM commanding general, noted in his Foreword, “The 2005 BRAC implementation is now nearly through with its restructuring and transformation. This realignment is proving highly successful in improving processes and providing opportunities for cost saving. It is three times larger than the previous four rounds combined, and it has touched nearly every Soldier, Army Civilian employee and Family member in some way – many in life-changing ways.” It was also noted that when complete on 15 September 2011, the Army would have re-stationed 274,000 Soldiers, and moved from division-centric to modular brigades. By that date the Army would also have reduced its “boot print” by at least 70,363 acres of land.²⁸²

FIRST QUARTER

On 4 October 2010, the *Federal Times* newspaper published an article about the Mark Center. It described how – after 5 years of planning and \$1B in construction – the new building would accommodate 6,400 people by September 2011. This number would be equal to more than a quarter of the Pentagon’s staff. The article also explained how many experts remarked that, because there was not enough room for sufficient parking spaces and there was no METRO or rail stations close by, it would be impossible for such a large number of people to get to the Mark Center. The local community opposed the Army’s plan to build a ramp that would connect the highway with the Mark Center, and this caused the Army to discard its plan. REP James Moran (8th-VA) proposed an alternative plan to limit the number of parking spaces at the building to 1,000 and keep any affected personnel in their current offices in leased space in Northern Virginia. The Obama administration was against this plan because it would prevent the Mark Center from ever fully opening. However, in September, the National Capital Planning Commission approved the Army’s current transportation plan.²⁸³

During the week of 6 October, the Commonwealth of Virginia government found \$1B in state transportation funds, and Fairfax County leaders requested that Robert McDonnell, the Governor of Virginia, allocate some of this money to their county so that they could improve some of their roads and railways. The most important project for which these funds would be used was the improvement of Interstate-66 in order to alleviate the traffic situation on that road. Other projects included the improvement of the various roads surrounding Fort Belvoir.²⁸⁴

²⁸² LTG Rick Lynch, “Foreword,” *U.S. Army Journal of Installation Management* (Summer 2011): i; see also Hon. Katherine Hammack, Assistant Secretary of the Army, IE&E, “BRAC-2005 – The Closing Chapter,” *ibid.*, 2.

²⁸³ Andy Medici, “\$1 billion BRAC mistake; Traffic upends plans for DoD’s 6,400 facility,” *Federal Times*, 4 October 2010.

Note: the same article appeared in *Army Times*, entitled “Traffic solution for DoD complex eludes officials,” 11 October 2010.

²⁸⁴ Markham Heid, “Fairfax asking state for chunk of newfound transportation cash,” *The Washington Examiner*, 6 October 2010.

On 12 October, Mr. Patrick Murray, a retired Army colonel who was running against James Moran for his position in Congress, claimed that Duke Realty had given REP Moran a donation of \$2,300. Duke Realty was the company which had sold the land used for the Mark Center to the Department of Defense. Mr. Murray charged that Alexandria and the DoD had chosen a terrible location for the Mark Center, and he remarked: “This is Jim Moran’s district and nothing happens in this district without him knowing about it, or without his approval. Here you have this giant Death Star building parachuting smack dab in the middle of his district.” Mr. Austin Durrer, Moran’s spokesman, replied that “Moran did what he could, but it was illegal for him to broker any such deals.”²⁸⁵

In the May-August edition of *Engineer: The Professional Bulletin of Army Engineers*, appeared an article which praised the environmental features incorporated into the design of the Mark Center. It focused on the Mark Center’s indoor air quality, water efficiency, recycling program, and transportation. This building represented the largest project that the USACE had ever constructed.²⁸⁶

All Army installations – including Fort Belvoir – began a program to reach a condition in which the amount of energy the posts used was not greater than the amount they could produce or re-use, thus creating a net zero increase of consumed energy (also known as net zero). A presidential directive issued in October 2009 was the starting point for this program. Fort Belvoir used the Leadership in Energy and Environmental Design (LEED) system to assess its projects. The LEED system graded projects on a 69-point scale and, using this score, awarded one of four certification levels: Certified, Silver, Gold, or Platinum.²⁸⁷

The School of Geospatial-Intelligence cased its colors on 15 October 2010 at a ceremony held in the Heitman Auditorium in Building 214. LTC Randy Reynolds, the deputy commandant, and CSM Victor Jackson performed the ceremony as the school and its parent organization, the National Geospatial-Intelligence Agency (NGA), prepared to move to their new location in the NGA Campus East (NCE). Personnel would begin occupying the NCE on 14 January 2011.²⁸⁸

On 22 October, the Joint Base Myer-Henderson Hall autumn meeting of the Arlington County Chamber of Commerce was conducted. Mr. Travis Edwards, Public Affairs Office (PAO) Fort Belvoir; Garrison Commander COL Carl Coffman, Jr.; and Mr. John Vignali, Department of the Army BRAC-Division, all attended this meeting and gave the chamber a short update. The update included an 8-minute video and a brief question-and-answer session. Edwards provided information about the proposal made by the Virginia Department of Transportation (VDOT) to add HOV/HOT lanes into the Mark Center if the legal issues were resolved and money could be obtained.²⁸⁹

On that same day, the PAO issued a press release which stated that, under the National Environmental Policy Act (NEPA) and Army Regulation 200-2 (32 C.R.R. Sec. 651.21), Fort Belvoir had

²⁸⁵ David Sachs, “BRAC débâcle gets political,” *Alexandria Times*, 14 October 2010.

²⁸⁶ Dr. JoAnne Castagna, “USACE Take Going Green to New Heights,” *Engineer: The Professional Bulletin of Army Engineers*, May-August 2010.

²⁸⁷ Travis Edwards, “BRAC facilities ‘LEED’ post toward net-zero goal,” *Belvoir Eagle*, 24 February 2011.

²⁸⁸ Paul Bello, “NGA School cases its colors,” *Belvoir Eagle*, 21 October 2010.

²⁸⁹ Email, Travis Edwards to Don Carr, “Executive Summary (EXSUM),” 22 October 2010.

published a draft Finding of No Significant Impact (FONSI), supported by an Environmental Assessment (EA), for the National Museum of the United States Army (NMUSA) and the reconfiguration of the North Post Golf Course. These documents were available for public viewing at several local libraries and online. The first stage of the NMUSA consisted of a 177,000 gross SF central museum building, a memorial garden, parade ground, and grandstand. The North Post Golf Course would be redesigned so that it could continue to offer a 36-hole course. The public was encouraged to comment on Fort Belvoir's decision not to prepare an Environmental Impact Statement (EIS) for this construction project. The publication of the FONSI represented the last major step before construction of the NMUSA could begin.²⁹⁰

The official groundbreaking ceremony for the new Office of the Chief, Army Reserve (OCAR), at Constitution and Goethals Roads on North Post was held at 1300 hrs. on 1 November. LTG Jack C. Stultz, Chief of the Army Reserve, presided at the ceremony and, during his remarks, spoke about how Ms. Joyce Morrow, Administrative Assistant to the SECARMY, had played a crucial role in the decision to construct a new building for the OCAR instead of renovating an old warehouse. This construction project would cost \$19.6M and consist of an 88,000 SF facility. Over 400 OCAR personnel would move from their previous location in leased space in Crystal City to occupy the new building once it was completed.²⁹¹

Three days later, on 4 November, the Garrison observed the 20th annual Community Relations Breakfast (CRB) at the Officers' Club. This event was attended by many of the organizations which were either already at or coming to Fort Belvoir as a part of BRAC. The presentation included an Installation Management Command (IMCOM) video and the Army Hooah presentation by the "Proud & Ready Team." Afterward, COLs Mark Moffatt and Susan Annicelli conducted briefings. COL Strycula presented the final briefing, which focused on the four aspects necessary to improve the Quality of Life for military personnel and their Families living on Fort Belvoir: housing, healthcare, education, and jobs.²⁹²

The second annual Veterans Day Parade in Old Town Manassas was celebrated on 6 November. Soldiers from the Garrison Headquarters Battalion (HQ BN) and Company E, 169th Engineer BN marched in the parade. Afterwards, the Quantico/Belvoir Regional Business Alliance, Inc. sponsored the third Army Community Covenant ceremony under the Harris Pavilion at Center and West Streets. Several leaders from local military organizations expressed their gratitude for the participants' presence and support. Mr. Gustav Person, the Installation Historian, conducted a colors ceremony. The event concluded with the signing of a formal community covenant by all the services of the United States Armed Forces and numerous local representatives and business leaders.²⁹³

The groundbreaking ceremony for the new United States Army Legal Services Agency (USALSA) building took place under a tent on 16 November at 3rd Street and Gunston Road in a steady

²⁹⁰ PAO Press Release, 22 October 2010.

²⁹¹ Travis Edwards, "Army Reserve leadership breaks ground on new facility," *Belvoir Eagle*, 4 November 2010.

²⁹² Andrew Sharbel, "Community comes together at annual breakfast," *Belvoir Eagle*, 10 November 2010.

²⁹³ Julia LeDoux, "Parade, Community Covenant honor nation's armed services," *Belvoir Eagle*, 10 November 2010.

rainfall. This project included a 4-story, 97,000 SF main building with administrative space for 300 personnel and a parking garage capable of holding 348 vehicles. The facility – built by the Suffolk Construction Company – was later awarded a LEED-Silver certification. MG Clyde J. Tate II, the commander of USALSA, said in his remarks that Fort Belvoir was a “tremendous installation on which to work and live,” and pledged that his agency would be a good tenant. USALSA was preparing to move onto Fort Belvoir from leased space in Ballston.²⁹⁴

On 18 November, the Mount Vernon-Lee Chamber of Commerce renewed its second annual Army Community Covenant. The ceremony was held in the Officers’ Club at 1200 hrs. Mr. Jay McConville, the Event Chairman, and Mr. Jeff Todd, the Chamber Chairman, provided the opening remarks. The West Potomac High School Junior Reserve Officers’ Training Corps (JROTC) served as the color guard, and First Sergeant (1SG) Kevin Harkey from the Warrior Transition Unit (WTU) recited a dramatic presentation of “Old Glory.” This was followed by the keynote address by Virginia Attorney General Kenneth Cuccinelli II and the signing of the covenant itself. The Chamber of Commerce had been extremely supportive of Fort Belvoir during the whole BRAC process.²⁹⁵

On 22 November, SEN Richard Saslaw (D-35th District), the Virginia Senate Majority Leader, spoke to the Alexandria West End Business Association about the 2011 General Assembly session. One of the topics he covered was the Mark Center project. He called this building “Fort Beauregard,” claiming that it “should never have been built there and, privately, those folks admit they made a mistake. They’re not going to tear that building down, though, and they’re not going to sell it. That facility should have been built at the GSA (General Services Administration) site near the Springfield Mall, or they should have bought the mall; I bet they could have gotten a good price. Something is going to have to be done about the I-395 Interchange, and DoD should foot the entire bill. Alexandria shouldn’t have to pay a nickel. VDOT is looking for solutions, but I don’t see how they are going to come up with any answer that doesn’t take some of the woods of the Winkler Preserve, and if the Federal government needs that space, they can take it through that little thing they have known as imminent domain.” SEN Saslaw said he was not optimistic about finding another solution to this problem. The General Assembly session began on 12 January 2011.²⁹⁶

The 249th Prime Power School and the Kansas City District, USACE, performed a ribbon-cutting ceremony on 24 November at Fort Leonard Wood, Mo., to mark the transfer and official opening of the new Prime Power School. MG Merdith “Bo” Temple, the deputy commander of USACE, attended the ceremony. The Prime Power School had already moved off of Fort Belvoir earlier that same year in accordance with the BRAC recommendations, and their new building, which replaced an old, World War II-era warehouse on Jackson Loop at Fort Belvoir, was 77,000 SF and included several energy-saving features that earned it a LEED-Silver certification. The next class of Soldiers to attend the Prime Power School arrived in January 2011.²⁹⁷

²⁹⁴ Travis Edwards, “Legal Services Agency breaks ground on new facility,” *Belvoir Eagle*, 18 November 2010.

²⁹⁵ Paul Bello, “Local business group signs Community Covenant,” *Belvoir Eagle*, 24 November 2010; Steve Hunt, “Mount Vernon-Lee Chamber Salutes Veterans at Special Luncheon,” *Mount Vernon Voice*, 23 November 2010.

²⁹⁶ Carla Branch, “Alexandria’s West End Businesses Get 2011 General Assembly Preview,” www.alexandrianews.org.

²⁹⁷ Amy Phillips and Diana McCoy, “Prime Power School completes move to Missouri,” *Belvoir Eagle*, 2 December 2010.

The Belvoir New Vision Planners (BNVP) published their November newsletter. This newsletter highlighted the groundbreaking ceremonies for the OCAR and USALSA. It also described the improvements that were being done on Belvoir Road, the WTU Complex construction, and the CRB. It covered both the Quantico-Belvoir Regional Business Alliance Covenant and the Mount Vernon-Lee Community Covenant. Lastly, it introduced LTC Rick Martin, the executive officer (XO) of USALSA, and LTC Kevin West, G-3/5 BRAC Planner, OCAR.²⁹⁸

On Thursday, 2 December, the FHWA held a public meeting in the cafeteria of Mount Vernon High School, 8515 Old Mount Vernon Road, Alexandria. The purpose of the meeting was to encourage citizens to make comments and suggestions that were then used to define the scope of a study concerning the transportation needs of the Route 1 corridor. The study addressed how to improve Route 1 between Telegraph Road and Mount Vernon Highway. The FHWA Project Manager was Mr. Jack Van Dop.

Ms. Katherine Hammack, the Assistant Secretary of the Army (ASA) for Installations, Energy, and Environment met with COL Strycula on 8 December for an update on BRAC. Bill Sanders gave a briefing on Energy Savings and Security. Claude McMullen talked about Fort Belvoir's transportation needs, noting that an internal shuttle service was required on post, but he estimated that it would cost at least \$500,000. Regan McDonald, BNVP support to the BRAC Office, gave an update on BRAC, focusing on backfill of buildings and infrastructure improvements.²⁹⁹

At 0900 hrs. on 9 December, COL Strycula attended the monthly Installation Retiree Council meeting at the Fort Belvoir Commissary conference room. He briefed the council on BRAC, explaining what infrastructure improvements were currently underway on Fort Belvoir. He talked about which roads were being widened and what the garrison's plan was for the new Lieber Gate/Pence Gate intersection on Route 1. The construction of this intersection would begin in 2011 and be completed in 2012. Finally, he recommended that everyone be patient while this construction was underway.³⁰⁰

COL Strycula performed an unusual ribbon-cutting ceremony for the new Emergency Services Center (ESC) on the Fort Belvoir North Area on 15 December. He drove a fire truck out of the garage, ripping through a ribbon stretched across the entrance. Construction of this 14,700 SF facility began in July 2009. It cost \$7.2M, and the contractor was Grunley/Goel. Fire Chief Patrick Reid said the new ESC would be able to house one fire engine, one ladder truck, eight firefighters, two fire inspectors, and an assistant fire chief. Although the construction of this ESC was not directly connected with BRAC, the development of the North Area as a result of BRAC was the reason a fire/law enforcement station was needed there.³⁰¹

The South Side Grill closed on 30 December so that it could be demolished to make room for the WTU HQ facilities, sewer construction, and the widening of 9th Street. The tennis courts located

²⁹⁸ BNVP, *Newsletter Issue No. 19*, November 2010.

²⁹⁹ Interview with Donald Carr, 9 December 2010.

³⁰⁰ Interview with Gustav Person, 9 December 2010.

³⁰¹ Travis Edwards, "New emergency services center opens on Fort Belvoir North Area," *Belvoir Eagle*, 16 December 2010.

near the Grill were also removed. The Grill food service employees were moved to the Bowling Alley. The actual demolition of the South Side Grill began in the last week of February. Moreover, new tennis courts were constructed, one set near the American Red Cross building near Middleton Road and 16th Street, and the other next to the Graves Fitness Center on North Post.³⁰²

During the First Quarter of FY 2011, the garrison was working on various road improvement projects. For instance, the widening of Belvoir Road to four lanes was completed, and it opened on 12 November. During the week of 15 November, a traffic circle opened on the installation just inside Pence Gate to help facilitate traffic in and out of the Community Hospital. Farrar Bridge over the Accotink Creek closed on the last day of November so that it could be demolished and reconstructed. The new bridge would be completed by mid-August 2011. Traffic was limited on 1st Street, and part of 21st Street, and Warren Road was closed from 20-23 December. Moreover, 9th Street was being widened to four lanes between Belvoir and Gunston Roads. The Kawamura Arts and Crafts Center was partially demolished and a parking lot north of Jackson Loop was closed to provide additional space for the widening of Gunston Road. A four-lane bridge was being constructed over Route 1, and the Visitors Processing Operations Center (VPOC) at Tulley Gate was closed through January 2011 with registration being moved temporarily to Pence Gate. Finally, Fort Belvoir was given further funding in order to begin building two Child Development Centers (CDC) on the Fort Belvoir North Area.³⁰³

SECOND QUARTER

Barta Road, off the Fairfax County Parkway (FCP), opened the week of 3 January 2011. The security force of the NGA began establishing Vehicle Check Points on the exit ramps into the North Area to allow them to check IDs and monitor traffic. This caused a controversy to arise between NGA security and the Fort Belvoir Directorate of Emergency Services (DES) concerning the legality and liability of such an action. Eventually, this controversy rose to the garrison and NGA command levels, but, ultimately, both sides agreed to eliminate the checkpoints on the ramp by the end of that week.³⁰⁴

Dr. Clifford Stanley, the Undersecretary of Defense for Personnel and Readiness; Dr. Jonathan Woodson, the Assistant Secretary of Defense for Health Affairs and TRICARE Management Activity Director; LTG Eric Schoomaker, U.S. Army Surgeon General and U.S. Army Medical Command Commanding General; BG Stephen Jones, the Joint Task Force National Capital Region Medical Deputy Commander; and COL Susan Annicelli were all afforded a tour of the Community Hospital on 14 January 2011.³⁰⁵

³⁰² Paul Bello, "South Side Grill serves its last meal," *Belvoir Eagle*, 6 January 2011; "Changing Times," *Belvoir Eagle*, 3 March 2011; Email, Travis Edwards to PAO, 23 March 2011.

³⁰³ "Road Construction," *Belvoir Eagle*, 16 December 2010; Travis Edwards, "Belvoir Road Roundabout: Stay right to head straight," *Belvoir Eagle*, 24 November 2010; BNVP, *Newsletter Issue No. 19*, November 2010.

³⁰⁴ Interview with Travis Edwards, 10 January 2011.

³⁰⁵ "Healthy tour," *Belvoir Eagle*, 20 January 2011.

Over the weekend of 15 January, which was also the Martin Luther King, Jr. holiday weekend, the property of 300 NGA personnel was moved into the new NGA facility on the North Area. This was the first group of employees to transfer to the new building, and they began working there on 18 January. Every weekend thereafter, roughly the same number of NGA personnel transferred to the North Area. This process continued until 11 September, when the realignment of the NGA was completed.

On 18 January, LTG Rick Lynch, the Commanding General of IMCOM, visited Fort Belvoir and the Community Hospital. COLs Strycula and Moffatt accompanied him, giving him updates on the status of the hospital and assuring him that the project would be completed on time.

Issue No. 21 of the BNVP Newsletter was published in January, and it featured the ribbon-cutting ceremony of the ESC on the North Area that took place on 15 December 2010. Moreover, the newsletter released information about the Fort Belvoir License Plate project to commemorate Fort Belvoir's 100th anniversary. At that time, the license plates were awaiting approval by the General Assembly. The newsletter also introduced Mr. William Tully, P.E., of the USACE, Baltimore District. He served as the acting Program Manager for the Fort Belvoir Integrated Program Office, as well as the Deputy Program Manager for the NGA Integrated Program Manager.³⁰⁶

Mr. William Vaughn, P.E., was a Program Manager in the Fort Belvoir BRAC Operations Office, and he supervised the implementation of BRAC 5/132. This BRAC recommendation transferred a total of 3,300 personnel to Fort Belvoir both from leased space in the National Capital Region (NCR) and from the Program Executive Office – Enterprise Information Systems (PEO-EIS) on Fort Monmouth, N.J.³⁰⁷

In January, the Fort Belvoir Directorate of Public Works (DPW) initiated pipeline smoke tests in order to check the integrity of the sanitary and storm water pipes. They sent a non-toxic artificial smoke through the pipes, which allowed them to locate any cracks or breaks that had formed in the pipeline. Another infrastructure improvement project that was underway in January was the renovation of 1st Street. The road was closed until 24 February while this work was accomplished. A detour was established through the Army Materiel Command (AMC) parking lot via 3rd Street.³⁰⁸

GEN Peter Chiarelli, the Vice Chief of Staff of the Army (VCSA), visited the staff of the new Community Hospital on 3 February. The staff briefed him on the status of the construction of the hospital and the WTU complex, and confirmed that the buildings would be completed on time.

Also on 3 February, VDOT Secretary Mr. Sean Connaughton announced that VDOT would build a single-lane ramp which would branch off of the HOV lanes on I-395 to Seminary Road, thus giving access to the Mark Center. It was estimated that construction of this project would begin in 2012. The original plan to build an HOT lane along the entire length of I-395 was

³⁰⁶ BNVP, *Newsletter Issue No. 21*, January 2011.

³⁰⁷ *Ibid.*

³⁰⁸ DPW Press Release, "DPW testing pipelines with smoke," *Belvoir Eagle*, 27 January 2011.

discarded. Instead, the new HOT lane would end at Edsall Road. REP Moran, SEN James Webb, and SEN Mark Warner all approved of this plan. However, they insisted that the full occupancy of the Mark Center be delayed: “With a long-term transportation solution for the situation at Mark Center now on the table, it is more important than ever that full occupancy of the facility be delayed until this critical project is completed. We call on the Army to work with the community on a plan to phase in occupancy at the site timed to the project’s completion. If the Army fails to revise its plan to accommodate this development, we will redouble our efforts to mandate a strict parking cap on the facility legislatively.”³⁰⁹

A briefing was held on 4 February for the Virginia Congressional Delegation (CODEL), although REP Gerald Connolly was not in attendance. The briefing took place at 1000 hrs. at the BRAC 133 Integrated Program Office, 1901 N. Beauregard St., Alexandria. COLs Moffatt and Strycula both gave briefings, as well as Mr. James Turkel, the Director of the Belvoir Integration Office. The central issue they discussed was the new ramp to the Mark Center.

The next day, 5 February, COL Strycula met with REP Connolly; Mr. Anthony Griffin, the Fairfax County Executive; and Ms. Sharon Bulova, the Chairperson of the Fairfax County Board of Supervisors (BOS) at the annual Mount Vernon Town Hall. During this meeting, Connolly noted how the FCP had been a crucial part of the implementation of BRAC, but he also commented that the military did not provide any financial aid to help finish it. Instead, Federal stimulus money had been used to complete it because the FCP had not been considered when the BRAC decisions were being made. Finally, Connolly stated that he was going to work with SEN Warner to create a long-term plan for Richmond Highway, including METRO and a light rail extension.

Chairperson Bulova praised the plan to construct a ramp off I-395 into the Mark Center, and she also explained how the implementation of BRAC was a challenge that the BOS needed to meet.

REP Moran spoke about his meeting with COL Strycula, the DoD, and the Washington Headquarters Services (WHS) the day before. Moran said that the transportation issues at the Mark Center needed to be addressed because he believed these issues were going to be more challenging than the DoD expected. Furthermore, he stated that the county needed money in order to build the I-395 ramp and to widen Route 1. Lastly, he commented that the Community Hospital would be the most advanced building ever constructed.

SEN Warner had previously asked the National Academy of Sciences to conduct a study on the transportation aspects of BRAC in the NCR. On 7 February, the academy released its findings. The report recommended that the DoD should pay the hundreds of millions of dollars that were needed to enlarge the transportation system of the NCR in order to accommodate the large number of personnel the DoD was relocating to Fort Belvoir, Fort Meade, and the National Naval Medical Center (NNMC) in Bethesda. According to the report, the DoD was

³⁰⁹ Email, Don Carr to COL Strycula *et al.*, 3 February 2011; Christy Goodman, “New HOT lane plan for Va.’s I-95 corridor,” *The Washington Post*, 4 February 2011.

overtaxing the local government by requiring it to cover these costs and suggested that the Federal government provide either stimulus funds or a one-time allocation of money to pay for the improvements. Furthermore, the study indicated that the DoD was concentrating too much of its attention on issues inside its installations and ignoring the effects of its decisions on the surrounding communities. Messieurs Connolly and Warner both agreed that the BRAC process needed to be changed because it was unfair. Connolly said, “We here in Northern Virginia have been saying that for quite some time.” In January 2011, the Virginia CODEL gave a list of all transportation improvements they believed were necessary to accommodate the increased traffic around the Mark Center to the DoD. An Army spokesman stated that the DA was currently assessing the list and that it was willing to satisfy all legal obligations. However, the study published by the National Academy of Sciences declared that the DoD should go a step further and provide money for the improvements “on a par with costs imposed on private developers.”³¹⁰

On 9 February, Mr. Claude McMullen, Director of Logistics, conducted a briefing at garrison HQ on the progress and initiatives of the Travel Demand Management Working Group. This body met monthly and was crucial in reducing the number of single occupancy vehicles and helping residents move around the installation. McMullen said that transportation was MG Karl Horst’s #1 Task Strategy. Fort Belvoir’s transportation management website was: www.belvoir.army.mil/rideshare. This site contained information on van and carpools, commercial buses, REX buses, Fairfax connector routes to the Defense Logistics Agency (DLA) HQ, and METRO and Virginia Railway Express (VRE) locations near the installation.³¹¹

At this time, Fort Belvoir was coordinating with the Fairfax County Department of Transportation (FCDOT) to provide information on RideSources. In addition, Fort Belvoir attempted to get the Federal government to pay for the operation of a shuttle system on the installation. It was estimated that this would cost \$500K. According to the proposal, the shuttle would provide transportation at the North and South (Main) Post worksites on weekdays from Pence Gate to J.J. Kingman Gate. The plan included running two buses all day, four buses during rush hours, and six buses during lunchtime.³¹²

On 16 February, COL Moffatt briefed a four-person board from the Virginia National Defense Industrial Authority (VNDIA) regarding Fort Belvoir’s daily and BRAC missions. Following this briefing, Travis Edwards and Gustav Person gave a windshield tour of the installation that included South Post, North Post, NGA, and the Davison Army Airfield (DAAF). VNDIA was a group appointed by the Governor of Virginia to provide input and feedback regarding the state’s ability to produce and retain defense industry capabilities. Members in attendance included: RADM Robert R. Fountain, Jr., United States Navy (USN) (Ret); Honorable Craig W. Duehring; Jeff B. Franzen of Herndon, Va.; and RADM John G. Hekman, USN (Ret).³¹³

In his briefing, COL Moffatt emphasized that the WHS included 24 different agencies, most of which worked for the Office of the Secretary of Defense (OSD). He also explained that the

³¹⁰ Ashley Halsey III, “Pentagon faulted for BRAC plan,” *The Washington Post*, 8 February 2011.

³¹¹ Interview with Claude McMullen, 10 February 2011.

³¹² *Ibid.*

³¹³ Email, Travis Edwards to Don Carr *et al*, 16 February 2011.

garrison was designing a Recreational Lodging Facility on the east side of Belvoir Road, near the new CDC at the hospital, and that the Fisher Foundation was planning to build a Fisher House in 2012 adjacent to the WTU complex. He described the future of the old DeWitt Hospital: the North Clinic would become the new WTU clinic, while the rest of the hospital would be demolished. Moreover, he said, Fort Belvoir had been given extra money to help pay for infrastructure improvements, including the new sanitary sewer line beneath Pohick Road, which had been completed in January 2011. Once finished, he continued, the bridge on Gunston Road over Route 1 would be 115 ft. wide. He talked about how the North Area ESC had already participated in five Mutual-Aid emergencies in the local surrounding community since the center was completed in December 2010; and he also said that a total of 1,500 NGA personnel had moved to their new facility in five increments since 18 January 2011. The NGA building was capable of resisting Category 4 hurricanes, as well as F-3 tornadoes. Lastly, COL Moffatt noted that the garrison was close to obtaining authorization to build a new CDC at Rivanna Station. The VNDIA members remarked that they had supported a \$400K grant which enabled Albemarle County to acquire a new fire truck to support the Joint-Use Intelligence Analysis Facility (JUIAF) and the National Ground Intelligence Center (NGIC).³¹⁴

In February, the BNVP published updates on Informational Fact Sheets, which provided an Incoming/Outgoing Timeline and up-to-date statistics. It also published an “Information Fact Sheet: Transportation Projects.”³¹⁵

The new logo for the Community Hospital was revealed at a transition Town Hall meeting for DeWitt Health Care Network personnel on 21 February. It had a purple medical cross – suggestive of the Badge of Military Merit, a precursor of the Purple Heart – above an image of the Capitol, and beside these were the words: Fort Belvoir Community Hospital. According to VADM John Mateczun, USN, the Commander of the Joint Task Force National Capital Region Medical (JTF CapMed), the new logo represented the organization’s mission to offer service members and their families the best possible medical care in a joint medical facility.³¹⁶

COL Strycula met with REP Connolly at the latter’s district office in Annandale, Va. on 23 February. The two major topics were the extension of the Potomac Heritage Trail and BRAC. In regards to the Heritage Trail, Connolly said he understood that Fort Belvoir could not allow its security to be compromised. Concerning BRAC, the congressman showed COL Strycula a copy of legislation which he was about to propose. The goal of this bill was to modify Defense Access Road (DAR) criteria so that more Military Construction (MILCON) funds could be used to build roads in local communities affected by BRAC. The legislation would be retroactive to the BRAC 2005 recommendations. COL Strycula stressed that more REX bus stops were needed on Fort Belvoir. Connolly was the previous BOS Chairman and, thus, had assisted in setting up the REX system. The congressman asked for some Points of Contact (POCs) in the

³¹⁴ Email, Travis Edwards to Don Carr *et al*, 16 February 2011; Briefing Slides, COL Moffatt, 16 February 2011.

³¹⁵ BNVP, “Information Fact Sheet: Transportation Projects,” February 2011.

³¹⁶ Chris Walz, DeWitt Health Care Network Public Affairs, “Officials unveil new Fort Belvoir Community Hospital logo,” *Belvoir Eagle*, 24 February 2011.

Washington Metropolitan Area Transit Authority (WMATA) so that he could push for the establishment of more REX stops on Fort Belvoir.³¹⁷

The JTF CapMed conducted an abbreviated Reliability of Concept (ROC) Drill on 26 February to measure the treatment sequence of an incoming patient. COL Moffatt attended this drill.

On Sunday, 6 March, an important article was published in the Metro Section of *The Washington Post*. The article explained that thousands of new commuters would soon be redeploying to the Washington suburbs. It noted that there were many ongoing road and transit improvements in the Virginia area, but a lot of work remained to be done. According to the article, the BRAC deadline of 15 September would aggravate the traffic problem in Northern Virginia. Thomas Fahrney, the VDOT BRAC coordinator, advised that the biggest problem VDOT faced was the ramp from the HOV lanes on I-395 to Seminary Road because government personnel would already be commuting to the Mark Center before work on the ramp had even started. The project start was slated for 2012.³¹⁸

Later that month, on 24 March, another article appeared in *The Washington Examiner*. It stated that the NCR was not prepared for the number of personnel that would be moving there as a result of BRAC. Thirty thousand commuters, it noted, were being transferred to the NCR and officials were worried that this influx of personnel would overload the roads with traffic. The article examined conditions at Bethesda, the Mark Center, and Fort Belvoir and noted that many of the road improvements necessary to accommodate the increase of traffic were unfunded, including six projects around the Mark Center and plans for a shuttle system providing access to Fort Belvoir. Also, as the article continued, some of the other locations considered for the Mark Center had been discarded although it would have been easier for public transportation to reach those sites than the one which was ultimately chosen. Leaders on Fort Belvoir allegedly stated that it could take 45 minutes to go one mile on the installation. Finally, the article observed that security checks on Fort Belvoir made it difficult for public transportation to enter the installation.³¹⁹

On 16 March, the monthly BRAC 133 Citizens' Advisory Committee (CAC) meeting was held at the Hammond School in Alexandria. The meeting lasted from 1900 until 2200. Mayor William Euille was present, as well as members of the Alexandria City Council, BRAC coordinators, VDOT personnel, and TV Channel 4 News. The CAC said that it was not convinced an HOV lane should be built on I-395 and, therefore, it did not want either a Categorical Exclusion (CE) or an EA done for the HOV lane. Earlier that week, the Alexandria City Council had decided to do a CE for the HOV lane. At the meeting on 16 March, the CAC said that the council did not seem to be considering the CAC's opinions. The VDOT personnel reminded the group that the Federal

³¹⁷ Email, Travis Edwards to all, "EXSUM," 23 February 2011.

³¹⁸ Robert Thomson, "Sept. 15: D-Day for commuters," *The Washington Post*, 6 March 2011.

³¹⁹ Ben Giles, "Military shuffle to produce gridlock; Area braces for 30,000 new commuters," *The Washington Examiner*, 24 March 2011.

government was willing to help build the HOV lane and exit ramp, but this money could not be transferred to other projects.³²⁰

In an article in the *Belvoir Eagle*, the Garrison announced that it planned to close Tulley Gate at night in order to allow a 5-man crew to install a storm sewer on Pohick Road between Gunston Road and Route 1.³²¹

In March, the BNVP published Newsletter No. 22. It provided updates on the completion of the Missile Defense Agency (MDA) HQ, as well as the ongoing construction of the NGA facility, the Mark Center, and the OCAR and USALSA buildings. Additionally, the newsletter noted that the reconstruction of 1st Street had been completed in March and that the JUIAF facility had been awarded a LEED-Silver certification. Finally, it introduced Mr. David Klinstiver, P.E. and Mr. Edward Farquhar. Klinstiver was the Deputy Chief, Construction Division South, USACE, Baltimore District. Farquhar was the Project Manager in the Fort Belvoir BRAC Operations Office. He began this job in January 2008, and his main duty was to manage the office's involvement in the many infrastructure projects on the installation. He was a Dewberry employee and a member of the BNVP support team.³²²

On 13 April, the Pentagon sent a letter to Congress which stated that it would provide \$20M to help defray the cost of ramp improvements, intersections, and crosswalks at the Mark Center. It was expected that Congress would vote on this budget on 19 April. REP Moran advised that \$20M was not sufficient; he insisted that the transfer of personnel to the Mark Center be postponed until the construction on the roads around the Mark Center was finished. Furthermore, that week, the FHWA necessitated a more detailed EIS before construction of the new ramp on I-395 could begin. The VDOT estimated that this setback would delay the project for 18 months.³²³

On 17 March, the Fort Belvoir Memorialization Board authorized the MDA to dedicate two conference rooms in the new MDA HQ after MG Richard W. Davis and Mr. Christopher J. Taylor. Similarly, the board approved a request made by the Walter Reed Army Medical Center (WRAMC) to transfer the memorializations of two WTU buildings at Walter Reed over to the two new WTU barracks on Fort Belvoir. As a result, Bldg 1261 was named in honor of Corporal (CPL) Angelo J. Vaccaro, a posthumous GWOT recipient of the Silver Star; and Bldg 1262 was named in honor of Private First Class (PFC) Desmond T. Doss, Sr., a recipient of the Medal of Honor on 1 November 1945.³²⁴

The Garrison installed two new sets of traffic signals between the 12th Street intersection and the traffic circle by the Community Hospital during the week of 31 March. For a short time after

³²⁰ Email, "EXSUM," Travis Edwards to Gustav Person, 23 March 2011.

³²¹ "Tulley Gate closing at night," *Belvoir Eagle*, 17 March 2011.

³²² BNVP, *Newsletter Issue No. 22*, March 2011.

³²³ Ashley Halsey III, "Pentagon offers \$20 million for BRAC work," *The Washington Post*, 14 April 2011.

³²⁴ Program, "Ribbon Cutting and Rededication Ceremony," 31 October 2011.

the signals were turned on, they were set to flash yellow in order to inform drivers that they were now operational. Following that interim period, the signals began functioning normally.³²⁵

THIRD QUARTER

On 13 April, the SECARMY, Mr. John M. McHugh, visited Fort Belvoir to tour the Community Hospital and the new WTU campus. He was escorted by COL Strycula and LTC Lawrence Gunther, the WTU XO. This was the secretary's first trip to Fort Belvoir specifically to learn about and visit some of the substantial BRAC projects.

An article in *The Washington Post* on 14 April indicated that the DoD had offered \$20M for BRAC highway improvements around the Mark Center. The Federal budget, which contained these appropriations, was expected to be voted upon on 19 April. Also that week, plans to expedite a new carpool and bus ramp from I-395 were delayed when the FHWA decided to require a more thorough EIS. VDOT predicted that this \$20M project would be delayed by at least 18 months. The original DoD commitment had been outlined in a letter on 13 April to the Congress.

Beginning on 18 April, construction crews began closing Route 1 during nighttime hours to emplace steel girders across the road for the new Gunston Road bridge which would widen the roadway to four lanes. Each night, three girders were lifted into place during three 20-minute increments from 1900 to 0300 the following morning. A crane was used to lift each 110-foot long steel girder into place over the road.³²⁶

During the week of 19 April, \$300M was included in the 2011 budget deal struck by Congress to expand the bases around Fort Belvoir and Bethesda NNMC. The \$150M increment for Fort Belvoir would be used to widen Route 1 to six lanes. However, the funds would not arrive in time to avert traffic woes. The congressional agreement was reached to avoid a government shutdown on Saturday, 9 April that had been brewing for weeks. The funds would also not include increments to relieve traffic around the Mark Center. The agreement was lauded by the VA CODEL, but REPs Moran and Connolly were highly critical of the Army leadership. Mr. Moran noted that residents and commuters alike could expect "serious headaches for quite some time" before these infrastructure improvements could be completed – in 2016. Their comments were made at a stakeholders' meeting at the South County Government Center on 20 April. Mr. Robert Morris of FHWA advised that it would likely be 2013 before construction could begin. Due to the right-of-way (ROW) procurement process, which had to be completed first, full completion would take approximately three more years. Mr. Tom Fahrney of VDOT admitted that the ROW process involving Woodlawn Plantation, a National Historic Trust Property adjacent to Fort Belvoir, would be "quite a challenge."³²⁷

³²⁵ "BRAC Fact," *Belvoir Eagle*, 7 April 2011.

³²⁶ "In progress," *Belvoir Eagle*, 21 April 2011.

³²⁷ Ashley Halsey III, "Bases benefit from budget deal," *The Washington Post*, 13 April 2011; Steve Hunt, "\$150M is a Drop in the BRAC Bucket," *Mount Vernon Voice*, 27 April 2011.

A new Federal report, issued during the week of 21 April, advised that the DoD had used faulty data to defend its plan to transfer employees to the Mark Center, and local leaders were urged to use the report in a legal effort to block the move of employees. The report, issued by the DoD Inspector General, found fault with the 2008 Pentagon study that minimized the impact the relocation would have on the environment and traffic. REP Moran said, “This is what we’ve been saying for the last four years.” He forwarded the report to officials in Alexandria and Fairfax County with the recommendation that they use it to file suit in U.S. District Court asking for an injunction to block the move. Mayor William Euille and BOS Chairperson Ms. Sharon Bulova said that they had not read the report as yet, but would keep their options open.³²⁸

Due to a hiring freeze imposed by the IMCOM, and thus the inability to hire bus drivers, the planned installation internal shuttle, long promised to installation employees, had to be shelved during the week of 4 May. It was announced by Mr. McMullen at the weekly staff meeting that day.

During the week of 9-13 May, WTOP Radio (AM 1500) broadcast a weeklong series of radio news reports on the impact of BRAC on DoD across the country. One report on 9 May explored traffic and security concerns around the Mark Center. Another report on 13 May examined the expected gridlock around the Mark Center, and the corresponding growth of Fort Belvoir.

On 11 May, Governor Robert McDonnell (R-VA) went on record opposing the fill of the Mark Center with employees until a more comprehensive transportation plan could be completed. He went on record asking the DoD to delay the full implementation of relocating the 6,400 employees. Also that week, the House Armed Services Committee approved legislation to give the SECDEF the authority to extend the BRAC deadline for seven different installations. It was not expected to pass in the Senate.

During the following week, reporter Ben Giles revealed in an article in *The Washington Examiner* that Fort Belvoir and Bethesda NNMC would not meet the BRAC deadline. In particular, various operating rooms at Bethesda would not be ready for at least one year. The article initiated great public and media interest. It was also revealed by Ms. Andrea Morris, the Arlington BRAC coordinator, that only 2,000 of 6,400 defense workers scheduled to start work at the Mark Center, would actually be on-site by 15 September. The rest would arrive by January 2012.³²⁹

On 19 May, COL Strycula signed the FONSI for the NMUSA. Under the proposed action, the Army would construct and operate the NMUSA on the North Post of Fort Belvoir in multiple stages. The Golf Course would be re-configured as a 36-hole facility. The EA had examined a number of potential effects of the proposed action alternatives and possible mitigation strategies.

³²⁸ Ashley Halsey III and Christy Goodman, “Effort to block move of 6,400 defense workers,” *The Washington Post*, 21 April 2011.

³²⁹ Ben Giles, “Military moves to Bethesda, Fairfax may be delayed,” *The Washington Examiner*, 18 May 2011.

The Garrison Commander concluded that the proposed actions would have no significant impact on the environment, and therefore an EIS was not needed. Strategies were underway to determine the best publication of that issue, and who would announce the decision.

The Community Center hosted a Commuter Fair on 24 May, beginning at 0930 hrs. COL Moffatt provided introductory/welcoming remarks. He discussed bus lines and van pools, noting that two 12-passenger vans currently made the commuter trip from Colonial Heights (south of Richmond) to Fort Belvoir every day. He also noted that starting during the week of 7 June the installation would re-introduce an internal shuttle around post during the rush and lunch hours. Mr. Paul Mounier advised that Fairfax County transportation planners had already presented a new bus route expansion plan which was expected to alleviate traffic. The proposed plan had modified seven existing routes and added four new routes originating at the Franconia-Springfield METRO and the Lorton VRE stations. Fairfax County would hold three public meetings to discuss these changes.³³⁰

On 24 May, COL Strycula and Don Carr addressed the monthly meeting of the Mason Neck Civic Association to extend an update briefing on BRAC.

The week of 26 May featured a number of important developments. It was reported that speeding on the now-widened Belvoir Road north of 12th Street was beginning to pose a safety problem. Extra military police patrols were added to monitor and control the traffic. The VPOC at Tulley Gate was re-opened on 23 May for in-processing. At the PIB on 26 May, it was noted that the new CDC, under construction on the North Area, would be delayed at least 6-8 months due to environmental concerns. It was also announced that the new USALSA facility would be completed by 10 June. News that a new Starbucks coffee shop was scheduled to open at the new NGA facility on 27 May was greeted with acclaim. The 6th Street thoroughfare was now opened to traffic for approach to the hospital. Finally, on 31 May a German delegation was scheduled to tour the Fort Belvoir Community Hospital, guided by MGs Dorko and Temple of USACE.

The FY 2012 NDAA passed the House of Representatives on 26 May. It included the parking cap amendment to limit parking at the Mark Center to 1,000 vehicles, proposed by Mr. Moran. Also included was a provision giving authority to the SECDEF to delay seven BRAC relocations up to one year. The amendment was not expected to pass the Senate.

BRAC 5 and 132

In June, BNVP published its 23rd Newsletter. It discussed the great strides made on infrastructure projects, notably on Belvoir Road and the Gunston Road Bridge. It also discussed the renovation of buildings for incoming leased-space organizations; the new CDC on South Post; OCAR and USALSA construction; and partial demolition and relocation planned for the Kawamura Arts and Crafts Center on Gunston Road which was being widened. It introduced Travis Edwards, chief of BRAC Outreach for the PAO, and Mr. Dinesh Uppal, General Engineer 1, U.S. Army Garrison Fort Belvoir. The newsletter also provided extensive information on renovations of existing buildings as catalogued below:

³³⁰ "Fairfax Connector Bus Service to Expand Ahead of BRAC," *Lorton Patch*, 25 May 2011.

Organizations to Occupy Existing Facilities Under BRAC Recommendations 5 & 132³³¹

US Army Program Executive Office Enterprise Information Systems (PEO EIS)	PEO EIS personnel relocating from Fort Monmouth, N.J. to occupy portions of Bldg. 1456
Office of the Administrative Assistant (OAA) to the SECARMY	OAA will occupy Bldg 1458, as well as portions of Bldg. 1456 (Army Publishing Directorate)
Office of the Assistant Secretary of the Army for Financial Management and Comptroller (ASA FM&C)	ASA (FM&C) will occupy portions of Bldg. 216
Office of the ASA (IE & E)	ASA (IE&E) will occupy portions of Bldg. 211
Office of ASA for Manpower and Reserve Affairs (ASA M&RA)	ASA (M&RA) will occupy Bldg. 214 (Army Review Board Agency – ARBA)
Office of the US Army Deputy Chief of Staff G-1	Army G-1 personnel will occupy Bldg. 1465 and portions of Bldg. 1464 (US Army Research Institute)
Office of the US Army Chief Information Officer/G-6 (CIO/G-6)	CIO/G-6 personnel will occupy Bldgs. 215 and 220
Office of the US Army Deputy Chief of Staff G-8 (Army G-8)	Army G-8 personnel will occupy Bldg. 808 (Army Modeling and Simulation office-AMSO) and portions of Bldg. 211
US Army Audit Agency (USAAA)	USAAA personnel will occupy portions of Bldg. 1464
Office of the Chief of Public Affairs (OCPA)	OCPA personnel will occupy portions of Bldg. 211
Office of the Chief of Chaplains (OCCH)	OCCH personnel will occupy portions of Bldg. 1464
Army Safety Office (ASO)	ASO personnel will occupy portions of Bldg. 1456
AMC Communications and Electronics Command (CECOM)	CECOM personnel relocated to Bldg. 362 in 2007

On 7 June, LTG Rick Lynch posted a message on the IMCOM website proclaiming “BRAC: On time and on target.” His message to the IMCOM community advised that BRAC changes would provide more support for Soldiers and Families. He noted that the Army had realigned its infrastructure with the new modular structure and modernized its support facilities; all the

³³¹ BNVP Newsletter, “Information Fact Sheet: BRAC Recommendations 5 & 132,” June 2011.

while being more fiscally and environmentally sustainable. By September 2015, the Army would have completed over \$13B in construction and renovation projects and a reorganization that would affect one-third of the entire Army.³³²

On 17 June, SECARMY John M. McHugh approved a site on the North Post for construction of the NMUSA on the southeast corner of the Gunston Golf Course. Opening of the museum was pushed forward to 14 June 2015, with groundbreaking tentatively scheduled for spring 2012.³³²

During the period 20 June – 1 July, Tulley Gate was closed each night from 2100 – 0500 hrs., Monday to Friday only. It coincided with the closure of Pohick Road where construction crews installed a storm sewer system in support of BRAC infrastructure improvements. Pence Gate stayed open for additional periods to absorb increased traffic flow.

Beginning on 23 June, the medical staff at DeWitt Hospital began testing their ability to transfer inpatients to the new Community Hospital during a patient-mover exercise. “Years of planning led up to this exercise,” said COL Sophia Tillman-Ortiz, assistant deputy commander for nursing. The exercise began at 0500 hrs. with a checklist briefing.³³³

FOURTH QUARTER

In July, BNVP’s 24th Newsletter addressed the new hospital’s Evidence-Based Design Goals:

- Decrease stress
- Increase social support
- Provide light
- Provide positive distractions
- Provide a greater sense of control
- Improve rest and sleep
- Reduce noise stress to improve speech intelligibility
- Decrease hospital-based infections
- Prevent patient falls
- Reduce medication errors
- Decrease back pain and work-related injuries
- Reduce staff fatigue
- Increase team effectiveness
- Eliminate noisy and chaotic environments

³³² www.imcom.army.mil, 7 June 2011.

³³³ Margaret Steele, “Belvoir site chosen for Army Museum,” *Belvoir Eagle*, 23 June 2011.

³³⁴ Jacqueline Leeker, “Exercise tests Fort Belvoir hospital’s inpatient transition plan,” *Belvoir Eagle*, 30 June 2011.

The newsletter highlighted the recent groundbreaking ceremony for the USO Wounded Warrior and Family Center, the NRMC HQ, the new facility to replace the Logan Dental Clinic, and the WTU Complex. It also introduced COL Susan Annicelli, who commanded the DeWitt Health Care Network.³³⁵

At 1000 hrs. on 27 June, the United Service Organization (USO) conducted its groundbreaking ceremony alongside the Medical Campus on 9th Street. Their new facility would be named the USO Enduring Care Wounded Warrior and Family Center. This facility would be part of the official launch of the USO's \$100M campaign to support America's Wounded Warriors. The USO planned to raise \$25M to build this center at Fort Belvoir, with another at Bethesda. Fort Belvoir's center would encompass 25,000 SF. The keynote speaker was Mr. Sloan D. Gibson, President and CEO of the USO. GEN Martin Dempsey, the new CSA, said that "taking care of Wounded Warriors and their Families is the responsibility of all Americans."³³⁶

Governor Robert McDonnell of Virginia forwarded a letter on 11 July to the new SECDEF, Mr. Leon Panetta, requesting that the DoD phase-in employee relocation to the Mark Center until the planned DoD short-term road improvements, and the HOV/Transit ramp, were operational. He had previously written to Mr. Panetta's predecessor, Robert Gates, in May 2011 regarding the DoD Inspector General's report issued in April which confirmed many of the issues previously identified by VDOT during the BRAC 133 EA process in 2007 and 2008. Mr. McDonnell had not received a response from Mr. Gates. On 14 July, members of the VA CODEL also wrote to Mr. Panetta to "express our strong opposition" to the DoD occupancy plan. The DoD plan called for occupancy by 2,300 employees by 15 September; then between 1 September and 31 December, another 2,600 were scheduled to move in. The final 1,400 would move in beginning on 1 January 2012. This plan was outlined by Ms. Elizabeth King, Assistant Secretary of Defense for Legislative Affairs.³³⁷

On 13 July, the SECARMY sent a letter to Mr. Kenneth Fisher, Chairman of the Fisher House Foundation, Inc., 299 Park Avenue, New York, NY 10171, to accept the gift to build and donate a Zachary and Elizabeth M. Fisher House, a 1-story, 12-room guesthouse at Fort Belvoir. The house was originally planned to be built along 9th Street, just west of the WTU Complex. On 4 August, Mr. Marcel C. Acosta, Executive Director of the NCPC, sent a letter to Mr. Bill Sanders, the Fort Belvoir Director of Public Works, approving the preliminary and final site and building plans for the construction of the Fisher House facility under authority adopted by the commission on 3 October 1996. Since Force Protection stand-off requirements, plus the WTU Complex and USO, had taken up all available building space on 9th Street, the Fisher House construction site was later relocated to a new location on Woodbury Road across from the Community Hospital. Groundbreaking was scheduled for autumn 2011.³³⁸

³³⁵ BNVP, *Newsletter Issue No. 24*, July 2011.

³³⁶ Program, "USO Operation Enduring Care," 27 June 2011; Julia LeDoux, "USO breaks ground for Wounded Warriors and Family Center," *Belvoir Eagle*, 30 June 2011.

³³⁷ Steve Hunt, "Panetta Getting Lots of Heat on BRAC 133," *Mount Vernon Voice*, 20 July 2011.

³³⁸ Ltr, SECARMY to Mr. Kenneth Fisher, 13 July 2011; Ltr, Marcel Acosta to Bill Sanders, 4 August 2011; Email, David Hale to Gustav Person, "Fisher House NCPC Approval," 18 August 2011.

City of Alexandria officials released a 12-page BRAC cost-benefit analysis report on 14 July which had been requested by the Alexandria City Council about seven months previously. Members of the city's BRAC Advisory Group had originally asked for it about three years previously. The report stated that the city would benefit from the relocation of the 6,400 employees to the Mark Center. The report cited a retail spending boost, plus increased demand for hotel and office space. It also predicted increased re-development in the corridor. However, it advised that the city would not benefit from the estimated \$60M in real estate property taxes because of the Federal tax-exemption status. West End residents quickly complained that the report lacked solid analysis, and the Deputy City Manager, Mr. Mark Jinks, remarked that the city document, "doesn't come down to a bottom line."³³⁹

During a ceremony at the Walter Reed Army Medical Center on 27 July, the center colors were formally cased, signifying the closing of the facility, and its functions transferred to Bethesda and Fort Belvoir. The ceremonial sword of MAJ Walter Reed was also passed from MG Carla Hawley-Bowland, commanding general of the Northern Regional Medical Command and WRAMC, to RADM Matthew Nathan USN, commander of the NNMCC, Bethesda. The passing of the sword signified WRAMC's transition to the newly renamed Walter Reed National Medical Center, Bethesda. Up to half of WRAMC's missions and staff were moving to the new Fort Belvoir Community Hospital.³⁴⁰

On 4 and 11 August, the DD Forms 1354 were signed, signifying the acceptance of the real property at the Mark Center by Fort Belvoir. Signing the forms transferred the responsibility for ownership from USACE/WHS.³⁴¹

On 8 August, the new SFAC opened at the WTU Complex in Bldg. 1263 near 6th Street. The new building provided child-care services, besides health-care and housing to primarily ambulatory patients. During the ceremony, the keynote address was delivered by Ms. Tammy Braddy, the SFAC director.³⁴²

On that day, Governor Robert McDonnell and VDOT Secretary Sean Connaughton announced a new Task Force to manage traffic around the Mark Center. The task force would notify commuters of coming construction projects and coordinate transit operations. Mr. Connaughton advised that VDOT and the VA Department of Rail and Public Transportation, plus their regional partners, intended to deploy along the I-395 corridor to monitor traffic, count vehicles and manually control traffic light timings. Also on 8 August, the City of Alexandria began providing DASH bus service from the King St. METRO station to the Mark Center. Federal employees assigned to the Mark Center could ride DASH busses for free throughout the city with their government transit benefits. The Pentagon was paying more than \$600K for this service and the new busses. Additional METRO busses traveled between the Pentagon

³³⁹ Christy Goodman, "BRAC Mark Center move good for Alexandria, city report says," *The Washington Post*, 20 July 2011.

³⁴⁰ "Casing the colors," *Belvoir Eagle*, 28 July 2011.

³⁴¹ Email, William L. Sanders to all, "Acceptance of Mark Center Real Property/Agency having Jurisdiction," 2 September 2011.

³⁴² Rick Musselman, "Soldier and Family Assistance Center's new Warriors-in-Transition facility opens," *Belvoir Eagle*, 11 August 2011.

and the Mark Center, and Alexandria stationed traffic control officers at six intersections near Seminary Road and Beauregard Street. August 9th was the first scheduled day for move-in at the Mark Center. About 70 employees arrived for work.³⁴³

Additional bus commuter service included the following: Beginning on 7 August, the Richmond Highway Express (REX) service was increased, especially for late-shift hospital workers. Pence Gate, which normally closed at 2100 hrs., returned to 24-hour operation on all weekdays and weekends. To service the Mark Center, WMATA instituted a new Metrobus Route 7M between the Pentagon and the Mark Center. The Fairfax County Connector, Route 171, increased service between the Huntington METRO and the Lorton VRE stations which served Fort Belvoir and the DLA. Other increases included Routes 333 and 334 to serve the Franconia-Springfield METRO station and the Springfield and Newington areas. On 31 August, COLs Strycula and Moffatt, along with local community leaders, rode the maiden voyage of the Eagle Express, Fairfax Connector's Route 335 "Eagle Express" bus from Franconia-Springfield to the Community Hospital at Fort Belvoir. The bus trip during rush hours normally cost \$3.65 with a SmarTrip card or \$3.85 cash. The bus entered the installation at Telegraph Gate (Beulah Road) and made local stops within the post prior to arriving at the Community Hospital. The DoD and the City of Alexandria conducted a ribbon-cutting ceremony on 11 October at the Mark Center to officially inaugurate the DASH Mark Center Express Service. It was noted that the DoD was paying for the servicing and refurbishment of four busses to service this route from the King Street METRO station to the Mark Center. Passengers could also connect to various other mass transit options, such as the VRE, the Amtrak station and the Richmond Highway Express. It was estimated that the service would transport 20% of the approximately 6,400 Mark Center employees.³⁴⁴

On 11 August, the Missile Defense Agency conducted a ribbon-cutting ceremony for its new headquarters on 18th Street, fronting the north end of the Long Parade Ground. At the ceremony at 0900, LTG Patrick O'Reilly, the agency director, delivered the keynote address. He noted the front of the building, constructed in Colonial Revival Style, and the new modern rear entrance, constructed of glass and steel, facing the parking lot. The inside of the building was designed to mirror the different perspectives of the agency, including artwork that reflected its world-wide mission.³⁴⁵

On 11 August, Fort Belvoir became a direct reporting installation to the IMCOM Headquarters at San Antonio, Texas.

The first WTU Soldiers moved into their new barracks in the WTU Complex starting on 14 August. A safe transition was made by 48 Soldiers from WRAMC when they were welcomed at Fort Belvoir by Mr. John Campbell, Deputy Assistant Secretary of Defense for Wounded

³⁴³ Christy Goodman, "New task force will manage traffic at Mark Center," *The Washington Post*, 9 August 2011.

³⁴⁴ Steve Hunt, "Will More Bus Service Mitigate BRAC Impact," *Mount Vernon Voice*, 10 August 2011; see also: "Fairfax Connector implements service changes Sunday," *Belvoir Eagle*, 1 September 2011; and Tim Cherry, "Eagle Express gears up for service," *Belvoir Eagle*, 8 September 2011; Tim Cherry, "Alexandria's DASH Express provides convenient Mark Center commute," *Belvoir Eagle*, 13 October 2011.

³⁴⁵ Program, "Ribbon Cutting Ceremony," 11 August 2011; Justin Creech, "Missile Defense Agency completes realignment of headquarters building," *Belvoir Eagle*, 18 August 2011.

Warrior Care and Transition Policy. He was joined by COL Strycula and COL Jamie Inman, WT Brigade commander.³⁴⁶

Three days later, Sergeant Major of the Army Raymond Chandler visited Fort Belvoir and the Community Hospital. He tried out the robotic surgical system in an operating room in the hospital, as well as touring the WTU complex. SMA Chandler said, “It’s awe-inspiring. That’s the best way I can describe it.”³⁴⁷

During the week of 18 August, the USACE sought to obtain a LEED-Gold certification for the BRAC 133 facility at the Mark Center. The facility used 30% less energy, and 50% less water than similar-sized buildings. The Gold certification was awarded during the first week of September.³⁴⁸

The Fort Belvoir Community Hospital officially opened on 31 August. Ms. E.J. Carter, a retired DoD employee, was the first in-patient to arrive at the hospital from the DeWitt Hospital on this Wednesday morning. The ambulance used to transport her was used at the Pentagon on 9-11. More than 2,300 healthcare employees had already received workspace orientations prior to the opening. The first newborn baby, named Bethany, was born at the Community Hospital on 1 September at 1633 hrs. to U.S. Air Force LTC and Mrs. Brandon Beauchan. One month after the opening of the hospital, the OB/GYN Department had already delivered its 100th new baby.³⁴⁹

BNVP published its 25th and final newsletter in September. It featured up-to-date color photos of all the new BRAC buildings with descriptions of the “Fort Belvoir New Community Members.”

The last meeting of the PIB was conducted on 8 September 2011.

The Garrison sponsored a Commuter Workshop at the Community Center on 13 September, beginning at 1000 hrs.

The BRAC deadline of 15 September 2011 passed quietly at Fort Belvoir. During the previous week, all the local news/media outlets cited the BRAC deadline and its projected traffic nightmares. In the weeks following the deadline, there were no community complaints about the traffic situation around the Mark Center.

The 22 September edition of the *Belvoir Eagle* contained an extensive BRAC supplement with up-to-date photographs and information on the various BRAC projects around the installation and its enclaves.

³⁴⁶ The Office of Wounded Warrior Care and Transition Policy, “Wounded Warriors find new home at Fort Belvoir,” *Belvoir Eagle*, 18 August 2011.

³⁴⁷ Photo caption, “Hands-on approach,” *Belvoir Eagle*, 18 August 2011; Tim Cherry, “Sergeant major of the Army shares thoughts about Belvoir,” *Belvoir Eagle*, 25 August 2011.

³⁴⁸ Bryan Palmer, WHS BRAC Program Office, “BRAC-133 facility poised to take gold for going green,” *Belvoir Eagle*, 18 August 2011.

³⁴⁹ Kristin Ellis, Fort Belvoir Community Hospital Public Affairs, “World-class health care continues with hospital opening,” *Belvoir Eagle*, 1 September 2011, Kristin Ellis, “Newborns make history at Fort Belvoir hospital,” *Belvoir Eagle*, 8 September 2011; Kristin Ellis, “Belvoir Hospital delivers its 100th baby,” *Belvoir Eagle*, 13 October 2011.

On 23 September, USALSA celebrated its grand opening with a ribbon-cutting ceremony at the new headquarters on 3rd Street and Gunston Road. MG Clyde Tate II, Judge Advocate General of the Army; BG Flora Darpino, USALSA commander; and COL David Anderson, USACE Baltimore District commander, cut the ribbon. The headquarters, which included an adjacent parking garage, accommodated 300 personnel.³⁵⁰

The NGA officially opened its new facility on the North Area with a ribbon-cutting ceremony on Monday, 26 September. The agency was also presented the LEED-Gold certification award for its new “Green” headquarters design. The ceremony was the start of a week-long recognition of the NGA’s 15th anniversary. Dignitaries from the Intelligence Community, the DoD, Congress and Northern Virginia gathered for the event.³⁵¹

Beginning on Monday, 24 October, Fort Belvoir’s Transportation Management Program staff conducted a transportation survey for installation employees. The survey was available online through 11 November. The 26-question survey aimed to broaden the range of commuting alternatives available to all Fort Belvoir employees and personnel. As part of its transportation upgrades, the installation moved to open Pence Gate on a 24-hour basis beginning on 5 November. Tulley Gate shifted to opening only during normal business hours. At the same time, the requirement for DoD post decals and motor vehicle registration was no longer required for expedited access to the installation.³⁵²

On Thursday morning, 20 October, the Garrison conducted its 21st annual Community Relations Breakfast (CRB) at the Officers’ Club. COL Strycula pledged not to talk about BRAC, but concentrated on Belvoir in the Future. He discussed the numerous partners/tenants moving onto the installation. He also keyed in on the installation’s Mission and Vision, the two priorities which he always concentrated on. COL Strycula noted that Fort Belvoir was also the largest employer in Fairfax County. Mr. Casey Nolan, of Clark Realty LLC, was invited to discuss the progress of privatized housing. He advised that 99% of the village housing was occupied. MG Michael Linnington, the new commanding general of the JFHQ-NCR/MDW, complimented the Garrison Commander on a noteworthy event, and successes in responding to the transformation of the installation. REP James Moran remarked that the installation couldn’t be any better managed. Individual members of the “Proud & Ready Team” later proclaimed their satisfaction with living and working at Fort Belvoir.³⁵³

On 20 October, Garrison staff, politicians and civilians shared knowledge and opinions on bridges, public transportation and road widening at a crowded meeting at the South County

³⁵⁰ Tim Cherry, “USALSA begins new chapter on Fort Belvoir,” *Belvoir Eagle*, 29 September 2011.

³⁵¹ National Geospatial-Intelligence Agency, “NGA celebrates presence at new headquarters,” *Belvoir Eagle*, 29 September 2011.

³⁵² Justin Creech, “Pence Gate to open 24 hour operation,” *Belvoir Eagle*, 13 October 2011.

³⁵³ Tim Cherry, “Garrison hosts community breakfast,” *Belvoir Eagle*, 27 October 2011; Chuck Hagee, “Fort Belvoir After BRAC,” *Mount Vernon Voice*, 26 October 2011.

Health Center. Route 1 had already been the focus of an ongoing study by the FHWA, VDOT and Fairfax County. The study had been initiated in December 2010. As a follow-up to that meeting, on 1 November, the DoD agreed to provide \$180M for improvements around Fort Belvoir. In addition to widening Route 1 to six lanes, the Belvoir project would include sidewalks and bicycle paths, plus accommodations for future transit. Construction was expected to start in 2013, with possible completion by 2015. Governor Robert McDonnell credited members of the Virginia CODEL with persuading the DoD's Office of Economic Adjustment to bend its guidelines and fund the project.³⁵⁴

A large crowd gathered for the ribbon-cutting ceremony for the new Community Hospital on 28 October. VADM John M. Mateczun, commander of Joint Task Force National Capital Region Medical, described the unwavering commitment and cutting-edge technology to enhance clinical operations at the new facility. Construction crews removed some 200,000 cubic yards of soil, and used 85,800 tons of concrete and 5,300 tons of steel to construct the new facility.³⁵⁵

On Monday, 31 October, the WTU Brigade conducted a ribbon-cutting and rededication ceremony at the new WTU Battalion complex alongside 9th Street. Keynote remarks were delivered by BG Joseph Carvalho, Jr., NRMCM commander. The ceremony formally recognized the transfer of memorializations from the WRAMC to the two new barracks buildings dedicated to PFC Desmond T. Doss, Sr. and CPL Angelo J. Vaccaro. Both the Doss and Vaccaro families were in attendance. The transfer dedicatory plaques from WRAMC were on display at the ceremony prior to their mounting on the relevant buildings.³⁵⁶

CONCLUSION

With most of the BRAC facilities open and operating, infrastructure upgrades continued apace after the BRAC deadline. BRAC 2005 construction was entirely completed. Under BRAC 132, the OAA had arrived; as well as the USALSA. OCAR personnel began moving in on 18 October with the remainder to arrive not later than 1 April 2012. PEO-EIS began movement into Bldg. 1456 before 15 September, with completion by 11 November. BRAC 132 was completed within the intent of the law by the BRAC deadline since the various agency leadership components moved into the old AMC HQ buildings by the deadline. Fortunately, leases for agencies coming from Crystal City did not have to be extended, thereby avoiding the increase of costs.

By October 2011, construction on Belvoir and Pohick Roads had been completed. It was expected that the widening of Gunston Road up to the bridge project location over Route 1 would be completed by the end of the calendar year. The new Gunston Road bridge opened on 21 October. A DES fire truck made the first trip over the completed bridge. The rest of the road

³⁵⁴ Tim Cherry, "Route 1 improvements studied, discussed," *Belvoir Eagle*, 27 October 2011; Steve Hunt, "Rte. 1 Meeting Crowded," *Mount Vernon Voice*, 26 October 2011; Ashley Halsey III, "Pentagon to help ease BRAC jams," *The Washington Post*, 2 November 2011.

³⁵⁵ Kristin Ellis, "New Belvoir hospital cuts ribbon," *Belvoir Eagle*, 3 November 2011.

³⁵⁶ Program, "Ribbon Cutting and Rededication Ceremony," 31 October 2011. PFC Doss was a WW II Medal of Honor recipient. CPL Vaccaro, a GWOT medic, received a posthumous Silver Star for gallantry in Afghanistan.

widening north to Kingman Road was projected to be finished by 15 April 2012. That time frame would also see the completion of the new CDC on the North Area.

Most major BRAC projects fell within budget, although the final BRAC costs at Fort Belvoir were projected to rise to \$4.5B. For example, the Community Hospital, which was originally slated to cost \$750B, finished at \$1.03B because of some needed add-ons.

The overriding problem of implementing BRAC was communication. With four participating USACE Districts, and so many other components, human dynamics were always a problem. However, each project had an organizational hierarchy. Communications within each project ranged up and down from an Executive Leadership Team (ELT), through a Project Leadership Team (PLT) to a Principals Group at the highest level. The PIB was used as an accountability and vetting process to involve principals in resolving problems.

³⁵⁷ Interview with COL Mark Moffatt, 18 October 2011.

AFTERWORD

The BRAC deadline, 15 September 2011, has passed, and the garrison has grown and dramatically transformed as a result of the Base Realignment and Closure Act of 2005. The installation has expanded to now serve as home to over 144 tenant organizations and approximately 48,000 personnel. Not only has the installation seen major new construction and infrastructure improvements on the Main Post, but also at Fort Belvoir North Area, Alexandria's Mark Center campus and Rivanna Station, north of Charlottesville, Virginia.

Having served as Deputy Garrison Commander for Transformation and BRAC since July 2007, I am keenly aware of the challenges and successes during this process. Our BRAC mission consisted of \$4.5B worth of new construction for over 6.5M square feet of office space and \$189M invested in infrastructure improvements. Throughout the process, the garrison's mandate has been to also preserve the environmental beauty of the installation, work to mitigate previously existing traffic challenges, and maintain continuous open communication with our neighbors and representatives.

Major construction of not only the new 120-bed state-of-the-art Fort Belvoir Community Hospital and the new Missile Defense Agency Headquarters, but also road widening of the four main road arteries (Pohick, Gunston, Belvoir and 9th Street) supported infrastructure improvement taking place simultaneously on the Main Post. At the Belvoir North Area, the National Geospatial-Intelligence Agency not only achieved LEED-Gold certification, but was also the largest LEED-certified Federal facility in the country. Additionally, the final 2-mile stretch of the Fairfax County Parkway was completed achieving the need for cross county mobility between U.S. Route 1 and U.S. Route 7.

Since the BRAC deadline, the new Gunston Road bridge over Route 1 opened to traffic, 9th Street was widened to four lanes, and work continued on widening Gunston Road to four lanes as well as on renovations to existing buildings that housed the incoming BRAC 132 agencies from leased offices in the National Capital Region. The garrison's partnership with Fairfax County, VDOT and other local municipal agencies resulted in significant new options to help reduce the number of single-occupancy vehicles. Shuttle busses on-post, organizational shuttles to the Metro Rail locations, the continued service of the Richmond Express Bus, and the new Fairfax County "Eagle Express" bus between Franconia-Springfield Metro and the Fort Belvoir Community Hospital resulted in an increase in ridership. In addition, the City of Alexandria operated Dash Service between the King Street METRO and the Mark Center. In November 2011, more good news for commuters was announced: the DoD Office of Economic Adjustment funded \$180M to widen U.S. Route 1 from Telegraph Road to Mount Vernon Memorial Highway, and the DoD awarded a \$15M contract to Washington Metropolitan Area Transit to provide funding for DoD employee transportation benefits at Washington Headquarters Services.

We have faced many challenges, but have seen many successes. As COL Strycula wrote in his Foreword, “We can continue to proclaim that Belvoir is an installation that is still both ‘beautiful to see’ and pleasurable to work, play and live on.”

Mark Moffatt
Colonel, USA
Deputy Garrison Commander for
Transformation and BRAC
December 2011

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