



OFFICE OF THE COUNTY EXECUTIVE
ROCKVILLE, MARYLAND 20850

Isiah Leggett
County Executive

September 15, 2009

The Honorable Ray LaHood
Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

RE: The Bethesda BRAC Multi-Modal Traffic Mitigation and Pedestrian Access Project

Dear Secretary LaHood:

I am pleased to submit the attached application for TIGER Discretionary Grant funding under the American Recovery and Reinvestment Act (ARRA). TIGER Grants will be awarded for projects of regional or national significance. I can think of no other eligible transportation project that is of greater national significance than this one which will help ensure the success of the newly-designated Walter Reed National Military Medical Center (WRNMMC) in Bethesda, Maryland. The Purpose and Need for this project have been identified by the Department of Defense in several ways: its inclusion in the Navy's BRAC Environmental Impact Statement, the Navy's request that this project be certified under the Defense Access Road (DAR) program, and the inclusion of a "placeholder" in the Department of Defense Fiscal Year 2011 budget.

BRAC expansion on the Bethesda campus of the National Naval Medical Center (NNMC) will have a dramatic effect on traffic and mobility in the region. The success of the BRAC mission establishing WRNMMC, the crown jewel of military medicine, will depend on the ability of doctors, patients and emergency vehicles to access the campus in a timely manner. If they cannot gain timely access because they are caught in gridlock, then the mission will be significantly negatively impacted.

The Washington Metropolitan Area Transit Authority (WMATA) recently released a report on the impact of BRAC on pedestrian access at the Medical Center Metro station serving NNMC. Today, several thousand people must cross Rockville Pike (MD 355) each day to access the NNMC campus and the numbers will more than double after September 2011. Vehicular traffic must compete with pedestrians for green signal time, causing backups up and down Rockville Pike, on adjoining roads, and on the NNMC and NIH campuses. Pedestrians who cross against the traffic signal cause further disruptions and safety concerns. The WMATA report made clear that improvements must be considered to address safe pedestrian access and help mitigate gridlock along Rockville Pike.

The Montgomery County Department of Transportation has reviewed the WMATA study and supports a cost-effective multi-modal solution that will provide safe and direct access to the Metro Station for all pedestrians and reduce gridlock caused by vehicle-pedestrian conflicts. This project will construct a level ADA-compliant underpass below Rockville Pike that connects the Metro Station and the NNMC campus. This project will provide safe and direct passage for users of various transportation modes – rail, bus, van and carpools that use the Metro Station as a transit center, as well as bicycle commuters and neighborhood pedestrians. Users of all these transportation modes are expected to increase substantially once BRAC is fully implemented in September 2011.

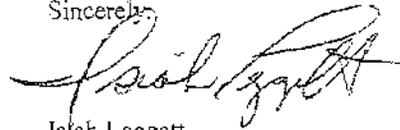
This project has long-range potential to further reduce gridlock in the area of NNMC. With the consent of the Navy and NIH, the footprint of the pedestrian underpass can be used in the future as a grade-separated vehicular roadway with a sidewalk and a bikeway to provide a direct connection between NNMC and NIH for emergency vehicles carrying doctors and patients, as well as pedestrians and cyclists. Short access roads would enable convenient vehicular ingress and egress for NNMC and NIH personnel while eliminating a gridlock-producing traffic signal.

In short, I urge the U.S. Department of Transportation to approve this \$20 million ARRA TIGER Grant request for these compelling reasons:

- This project is of great national significance. By improving the transportation infrastructure that serves the Walter Reed National Military Medical Center, this project will help ensure that our wounded warriors receive the highest quality medical care they deserve.
- This TIGER Grant will leverage additional construction funds from the Department of Defense (DOD). DOD has indicated its willingness to provide funds under the Defense Access Road program and it is the only DAR project in the country tentatively programmed for FY2011. DOD has penciled \$20 million, which will bring this project to completion.
- By using a transit-oriented multi-modal approach, this project will enhance community livability and mobility and will promote long-term economic development and job creation.

We appreciate your consideration of this proposal affecting a transportation project of the greatest national significance, which would help ensure the viability of the federally-mandated Walter Reed National Military Medical Center in Bethesda, the crown jewel of military medicine serving our nation's wounded warriors.

Sincerely,



Isiah Leggett
County Executive

IL:tt

cc: Joel Szabat, Deputy Assistant Secretary for Transportation Policy
Joel.Learn@dot.gov
ICRGrants@dot.gov

ARRA TIGER Grant Application

September 15, 2009

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Arthur.Holmes@montgomerycountymd.gov

**Bethesda BRAC Multi-Modal Traffic Mitigation
and Pedestrian Access Project**

- I. TYPE OF PROJECT:** OTHER: **MULTI-MODAL** – Transit (rail, bus, car/vanpool), Highway, Pedestrian/Bicycle
- II. LOCATION:** **MARYLAND** -- Bethesda, Montgomery County; 8th Congressional District
- III. URBAN OR RURAL:** **URBAN.** This project is located in a densely populated and developed area in the National Capital Region, inside the Capital Beltway and adjacent to two large federal campuses, a vibrant urban district, and settled residential neighborhoods.
- IV. FUNDING REQUESTED:** **\$20 MILLION**
- V. DUNS NUMBER:** **062014378** (Montgomery County, MD)

SECTION 1511 TRANSPARENCY AND OVERSIGHT CERTIFICATION:

By submitting this application I hereby certify that the infrastructure investment has received the full review and vetting required by law and accept responsibility that the infrastructure investment is an appropriate use of taxpayer dollars. \$20 million in funding is requested to begin construction of the Multi-Modal Traffic Mitigation and Pedestrian Access Project to facilitate increased transit ridership and alleviate gridlock at the Medical Center Metro station that, if not mitigated, will be a result of federally mandated BRAC expansion at the National Naval Medical Center in Bethesda, Maryland.

Signed: _____
Arthur Holmes, Jr., Director, Montgomery County MD Dept. of Transportation

THIS DOCUMENT CONTAINS CONFIDENTIAL BUSINESS INFORMATION (C.B.I.)

Bethesda BRAC Multi-Modal Traffic Mitigation and Pedestrian Access Project

A. Contact Information

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Montgomery County, MD, Department of Transportation
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240-777-7170
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B. Project Description

SUMMARY OF THE BETHESDA BRAC MULTI-MODAL TRAFFIC MITIGATION AND PEDESTRIAN ACCESS PROJECT

COMPELLING NATIONAL SIGNIFICANCE: "THIS IS WALTER REED"

The Bethesda BRAC Multi-Modal Traffic Mitigation and Pedestrian Access Project is intended to mitigate gridlock and support multi-modal transportation systems around the new federally-mandated Walter Reed National Military Medical Center.

- **Map of area around NNMC:**

<http://www.mapquest.com/maps?name=National+Naval+Medical+Center&state=MD&address=8901+Rockville+Pike&zipcode=20814&country=US&latitude=39.00256&longitude=-77.0971&geocode=ADDRESS&id=1898128238#/maps/l:National+Naval+Medical+Center:8901+Rockville+Pike:MD:20814:US:39.00256:-77.0971:address::1/m::1D:39.00255:-77.097096:0:::1:1:1:1:0:::f:EN:M/e>

The expressed purpose of the TIGER Grant program is to support transportation projects of national or regional significance. There is no transportation project of more compelling national significance than this one, to ensure the viability of the newly-designated Walter Reed National Military Medical Center (WRNMMC), which provides care and treatment for our nation's wounded warriors. Montgomery County recognizes that there are overwhelming demands for scarce TIGER funds. Therefore, the County is requesting the minimum grant -- \$20 million -- to finance the design and construction, with the expectation that this grant will leverage additional funding from Congress and the Department of Defense to complete the project, the total cost of which is estimated at approximately \$36-40 million.

BRAC expansion will add 2,500 personnel to the 8,000 currently stationed at the National Naval Medical Center (NNMC), and the hospital visitor load will double to

almost 1,000,000 visits annually. The road network around NNMC is already at capacity and is at Level of Service (LOS) F. If left unmitigated, this growth will create untenable gridlock that would negatively affect the ability of wounded warriors, doctors and emergency personnel to access the campus on a timely basis.

Walter Reed Army Medical Center was at the center of headlines in 2007 with scandalous revelations of a neglectful and insensitive bureaucracy. This must not happen at the new "crown jewel" of military medicine in Bethesda that will bear the Walter Reed name and cachet. We must not allow gridlock or pedestrian fatalities to be the cause of another scandal at the new Walter Reed. The federal government has a moral obligation to provide the best possible care to our wounded warriors, and that includes ensuring the safe and efficient operation of the transportation systems that serve it.

Selected newspaper articles about negligence in care and treatment of wounded warriors at the Walter Reed Army Medical Center:

- **Feb. 18, 2007 Washington Post: "The Other Walter Reed: Soldiers Face Neglect, Frustration At Army's Top Medical Facility," by Dana Priest and Anne Hull**
<http://www.washingtonpost.com/wp-dyn/content/article/2007/02/17/AR2007021701172.html>
- **Feb. 19, 2007 Washington Post: "The Other Walter Reed: The Hotel Aftermath -- Inside Mologne House, the Survivors of War Wrestle With Military Bureaucracy and Personal Demons," by Dana Priest and Anne Hull**
<http://www.washingtonpost.com/wp-dyn/content/article/2007/02/18/AR2007021801335.html>
- **Feb. 20, 2007 Washington Post: "The Other Walter Reed: Hospital Investigates Former Aid Chief -- Walter Reed Official Had Own Charity," by Dana Priest and Anne Hull**
<http://www.washingtonpost.com/wp-dyn/content/article/2007/02/19/AR2007021901113.html>
- **March 15, 2007 Washington Post: "The Other Walter Reed: Md. Naval Hospital Staff Reports 'Fatigue' -- Workload, Poor Maintenance Driving Workers Away, Some Testify at Hearing," by Steve Vogel**
<http://www.washingtonpost.com/wp-dyn/content/article/2007/03/14/AR2007031402353.html>
- **July 20, 2008 Washington Post: Editorial: "A Roadblock in Bethesda -- The Pentagon shouldn't let traffic impede the success of a key military hospital's expansion"**
<http://www.washingtonpost.com/wp-dyn/content/article/2008/07/19/AR2008071901518.html>
- **July 3, 2008 Baltimore Sun: "BRAC needs worry officials -- Localities lack federal help for schools, roads and utilities"**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/metroentrance-baltsun-wrnmhc_groundbreak-070308.pdf

BACKGROUND: BASE REALIGNMENT AND CLOSURE (BRAC)

In 2005, Congress approved the fifth round of Base Realignment and Closures (BRAC). BRAC actions generally have been intended to eliminate waste and increase efficiency in the operation of military bases within the United States, and to orient the military mission of these facilities towards 21st Century defense needs. Over 800 military installations across the country, large and small, were affected by this BRAC round. All BRAC realignments and closures are mandated by law to be completed by September 2011.

One of the most noteworthy, and perhaps most controversial, moves mandated by the 2005 BRAC law was the closure of the Walter Reed Army Medical Center (WRAMC) in Washington, D.C., with the relocation of most of its functions and personnel to the campus of the National Naval Medical Center (NNMC) in Bethesda, Montgomery County, Maryland, establishing the joint service Walter Reed National Military Medical Center.

The intent of consolidating these two premier institutions was to establish the modern "crown jewel" of military medical care and research combining the best of Army, Navy and Air Force practices that could serve the needs of the American military facing new kinds of catastrophic injuries in the era following September 11, 2001. 2005 BRAC Commission recommendations pertaining to Walter Reed:

<http://www.brac.gov/docs/final/Chap1JCSGMedical.pdf>

DRAMATIC IMPACTS ON URBAN TRANSPORTATION INFRASTRUCTURE

Bethesda is an unincorporated community of approximately 56,000 and an employment base of 70,000 located on the border of the Nation's Capital in Montgomery County, MD which has a total population approaching 1,000,000. The area of Bethesda that is impacted by BRAC is a densely populated and highly developed community inside the Capital Beltway with established residential neighborhoods and a thriving commercial district. It is home to the National Institutes of Health (NIH), the largest employer in Montgomery County with over 18,000 on-campus personnel. The National Naval Medical Center (NNMC) is directly across from NIH and currently employs 8,000 personnel. The hospital at NNMC receives approximately 500,000 visits per year.

By September 2011, BRAC will increase personnel at NNMC by almost one-third, and will double the Medical Center's visitor load. Despite Montgomery County's sophisticated planning and projection process, the County did not anticipate this rapid level of growth. Of all the military movements mandated by the 2005 BRAC law this is perhaps the largest BRAC growth action taking place within an urban community. In most BRAC growth communities, highway widening is the most common solution to BRAC-related increases in traffic, but that is not a workable solution for Bethesda.

- **Map of greater Bethesda area, showing proximity to District of Columbia and major roadways:**
<http://www.mapquest.com/maps?name=National+Naval+Medical+Center&state=MD&address=8901+Rockville+Pike&zipcode=20814&country=US&latitude=39.00256&longitude=-77.0971&geocode=ADDRESS&id=1898128238#a/maps/m::10:39.00255:-77.097024:0:::1:1:1::/e>
- **Map of Washington Area METRO Rail System (NNMC is at the Medical Center Metro station, on the Red Line):**
<http://www.wmata.com/rail/maps/map.cfm>
- **Bethesda Demographics (2000 Census):**
<http://censtats.census.gov/data/MD/1602407125.pdf>
- **Montgomery County Demographics (2008 Census estimates):**
<http://quickfacts.census.gov/qfd/states/24/24031.html>

The 2005 BRAC law committed billions of dollars to fund BRAC-related construction at affected installations, but did not commit funds to help communities improve their transportation infrastructure to meet dramatic and rapid growth due to BRAC.

The Navy was able to identify specific impacts of BRAC growth at NNMC on Bethesda's transportation network only after the completion of an Environmental Impact Statement (EIS) late in April, 2008. In short, the major intersections that serve NNMC are already at or approaching LOS F; BRAC growth would make failing traffic even worse.

- **This is a link to the EIS Transportation Study (NOTE this report is 98 pages):**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/feis-vol_ii_appc-transportationstudy-march2008-040408.pdf
- **This is a link to Appendix H of the Transportation Study which shows projected LOS figures for the area if BRAC-related traffic is not mitigated (NOTE this report is 54 pages):**
http://www.bethesda.med.navy.mil/Professional/Public_Affairs/BRAC/Appendix%20H%20-%20Background%20CLV%20Results_03_08.pdf

The transportation analysis that was part of the EIS identified those impacts and listed several proposed congestion mitigations. Potential traffic mitigations were identified that focus on roadway, transit, and pedestrian improvements. Most other BRAC growth occurs in areas that are removed from urban population centers and transportation solutions tend to call for additional highway capacity. However, NNMC's location in a settled and densely populated urban area dictates a combination of approaches.

- This is a link to the EIS transportation analysis; this project is referenced on Page 71 (NOTE this report is 98 pages):
http://www.montgomerycountymd.gov/content/exec/brac/pdf/feis-vol_ii_appc-transportationstudy-march2008-040408.pdf

STATE & LOCAL GOVERNMENT PROJECTS TO MITIGATE BRAC-RELATED TRAFFIC

The State of Maryland and Montgomery County are doing their share to mitigate BRAC-related traffic by engaging in short-term projects that will help address traffic needs when the new Walter Reed Campus becomes fully operational in September 2011. These are relatively low-cost projects that can be implemented even during the economic downturn that has made it difficult to fund any new projects.

The major roads serving NNMC are mainly state highways. Capacity cannot be increased in this densely developed region without unacceptable community disruption, but relatively low-impact improvements can help facilitate increased traffic flow. The Maryland State Highway Administration (SHA) is engaged in an **Intersections Improvement project** that anticipates maintaining the same or slightly improved LOS, even with increases of BRAC-related traffic. SHA will coordinate this project with traffic flow improvements the Navy is planning at its main gates on MD 355 at North Wood Drive and South Wood Drive, as well as at secondary gates along Jones Bridge Road. The SHA project will also include upgrades to adjoining bicycle and pedestrian paths to accommodate those modes of urban commuting.

- **The four major intersections of the SHA Intersections Improvement project:**
 1. MD 355 (Rockville Pike/Wisconsin Avenue and Cedar Lane,
 2. MD 185 (Connecticut Avenue) and Jones Bridge Road,
 3. MD 355 (Rockville Pike/Wisconsin Avenue and Jones Bridge Road, and
 4. MD 187 (Old Georgetown Road) and Cedar Lane.

- **Map of immediate area around NNMC showing intersections:**
<http://www.montgomerycountymd.gov/Content/EXEC/BRAC/pdf/HwyProjNearNIH-Civics.pdf>

- **This is the SHA Intersections Improvement project, as of July 14, 2009:**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/intersections-sha_bic_update-071409.pdf

Montgomery County is simultaneously conducting a Facilities Study towards the construction of new and renovation of existing pedestrian and bicycle paths in the area surrounding NNMC. The NNMC campus is directly across from the campus of the National Institutes of Health (NIH), the world's supreme medical research institution and the largest employer in Montgomery County. Both campuses are surrounded by residential neighborhoods and are served by the County's robust bicycle and pedestrian trail network. BRAC-related growth requires that this network be improved.

- **This is information about Montgomery County's Facility Study to improvements to bicycle and pedestrian paths near NNMC:**
http://www.montgomerycountymd.gov/Apps/dpwt/PressRelease/PR_details.asp?PrID=5795

The State, County and regional transportation authorities including the Washington Metropolitan Area Transit Authority (WMATA) are working with NNMCM and NIH to study ways to expand existing bus transit service to accommodate BRAC growth at NNMCM and expected long-term growth at NIH. This may include expanding or realigning existing routes or establishing new routes utilizing outlying park-and-ride commuter lots

- **This is an excerpt from a Maryland Transit Administration study on bus, rail and other transit services to the NNMCM area:**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/mia_bracpublictransporsstudy-071709.pdf
- **WMATA is currently conducting a comprehensive bus facilities study; a report is expected in October, 2009.**

THE FEDERAL ROLE: LONG-TERM SOLUTION TO REDUCE GRIDLOCK AND IMPROVE PEDESTRIAN ACCESS

While improving intersections, pedestrian paths, and commuter bus service can be accomplished by, or near, September 2011, the best way to mitigate potential gridlock is to improve access to the Medical Center Metro Station and discourage the use of single occupancy vehicles to the area.

One of the main sources of gridlock in the area is the conflict between vehicles and pedestrians trying to get to the NNMCM campus from the Medical Center Metro station, which is located on the west side of Rockville Pike (MD 355) at the NIH entrance. Now, 3,000 pedestrians cross to the east side of Rockville Pike to get to the NNMCM campus every day, competing with vehicles traveling north and south along MD 355 and turning left and right to enter or exit the NNMCM and NIH campuses. According to WMATA's July 2009 "Medical Center Station Access Improvement Study," this very dangerous situation will be exacerbated when BRAC is fully implemented after September 2011 and pedestrian traffic across MD 355 more than doubles.

This TIGER Grant, plus an anticipated appropriation by Congress for the FY2011 Department of Defense budget, will fund the construction of a grade-separated pedestrian access to the Metro station from the NNMCM campus that will eliminate the conflict of vehicles and pedestrians and provide connectivity for pedestrians, cyclists, and other commuters using rail, bus, and car/vanpool transit modes. The pedestrian access project is not currently funded but initial design is already underway, including the necessary environmental analysis. TIGER Grant funding will support a design-build process that can be completed by, or close to, the September 2011 BRAC deadline.

- **Map of immediate area around NNMCM showing location of Metro station (#2) across from main entrance to NNMCM at MD 355 and South Wood Drive:**
<http://www.montgomerycountymd.gov/Content/EXEC/BRAC/pdf/HwyProiNearNIH-Civics.pdf>

DEFENSE DEPARTMENT SUPPORTS THIS PROJECT; DEFENSE ACCESS ROAD PROGRAM

The Navy has made very clear its support for this project. Its Purpose and Need are evident in the Navy's April 2008 EIS for BRAC construction at NNMC and by the Navy's May 2008 submission of a formal request to the Department of Defense to certify the project under the **Defense Access Road (DAR)** program. Certification for the DAR program would make this project eligible for DOD funding, but Congress must authorize and appropriate those funds for the project to move forward. DAR Request (16 pages): <http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-bumed-050208.pdf>

In May 2009, President Obama submitted to Congress his Fiscal year 2010 Department of Defense budget request. Included in this submission was a "placeholder" for \$20 million in FY2011 for the "Defense Access Road Program Medical Center Station Entrance." ***It is significant that this was the only project in the country for which Defense Access Road funding was included.***

- **This is the Department of Defense Fiscal Year 2010 budget request:**
<http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-metroentrance-dodbudgetfy2011-051809.pdf>
- **This is the page indicating the \$20 million "placeholder" for FY2011:**
http://www.defenselink.mil/comptroller/defbudget/fy2010/budget_justification/pdfs/05_BRAC/FY10_Pres_Bud_Defense-wide.pdf

A TIGER GRANT WOULD LEVERAGE DEFENSE DEPARTMENT FUNDS

DOD's support for this project is obvious, because this is the only Defense Access Road project in the country tentatively programmed in the FY2011 DOD budget, at \$20 million. Montgomery County is confident that approval of a \$20 million TIGER Grant ***this year*** will leverage Congressional appropriation of funds for this project in the FY2011 DOD budget by October 1, 2010.

The project would use a design-build process to expedite completion and would cost \$36-40 million to construct. TIGER grant funds would be used to begin the design-build process, and DOD/DAR funds appropriated for FY2011 would be used to bring the project to completion by or close to the September 2011 deadline to complete BRAC construction at NNMC.

PROJECT DETAILS

- **BACKGROUND: IMPROVING PEDESTRIAN ACCESS WILL MITIGATE GRIDLOCK**

WMATA's "Medical Center Station Access Improvement Study" published in July, 2009, evaluated five potential designs to improve pedestrian access and address gridlock at the Metro station. The report made no specific recommendations but analyzed the cost-effectiveness of each design. The five designs and estimated FY2009 costs were:

- Alternative #1: No Build with Improved At-Grade Crossing (\$700,000);
- Alternative #2: Elevator Entrance on East Side of Rockville Pike ("Deep Elevators") (\$30.5 million);
- Alternative #3: Shallow Pedestrian Tunnel Underneath Rockville Pike (with Elevators and/or Escalators at either end) (\$31.5 million);
- Alternative #4: Shallow Pedestrian Tunnel and Deep Elevator Entrance on East Side of Rockville Pike (\$59.4 million); and
- Alternative #5: Pedestrian Bridge Over Rockville Pike (with Elevators and/or Escalators at either end) (\$14.6 million).

Design and engineering details and renderings of each alternative are on pages 36-56 of WMATA's July, 2009 Final Report, "Medical Center Station Access Improvement Study":

- **Full Report: WMATA's July 2009 "Medical Center Station Access Improvement Study" (101 pages):**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report-072909.pdf
- **Executive Summary (5 pages):**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report-execsummary-072909.pdf

The Montgomery County Dept. of Transportation has determined that two of the alternatives would provide some, but not comprehensive, mitigation. **Alternative #2 would provide minimal access for certain commuters**, such as those arriving by bus to the Metro Station or neighborhood pedestrians approaching NNMC from the west. **Alternative #3 would not attract many Metra riders** who would continue to walk across MD 355.

Montgomery County considers the three remaining alternatives to be unacceptable. **Alternative #1 would not mitigate pedestrian/vehicular gridlock. Alternative #4 would be cost-prohibitive** even though it would offer the most comprehensive mitigation of the five alternatives that were studied. **Alternative #5 would be rejected by the Navy** as a security risk due to its close proximity to the Navy's helipad on the NNMC campus.

***** CONFIDENTIAL BUSINESS INFORMATION (CBI) *****

- **THE PROJECT: DESIGNS, COST ESTIMATES, AND OTHER DETAILS**

Pages redacted, to be restored at a later date.

The project design was submitted to Montgomery County by Clark Construction Group, LLC, a private enterprise located in Bethesda, Maryland. The project, if funded, will be subject to open bidding.

The designs are proprietary and are subject to Federal Register guidelines for TIGER Grant applications pertaining to Confidential Business Information.

C. Project Parties:

The Montgomery County Department of Transportation (MC-DOT), working closely with the Maryland State Highway Administration (SHA), NNMC, and NIH, will be responsible for constructing the Bethesda BRAC Multi-Modal Traffic Mitigation and Pedestrian Access Project ("The Project"). The Project will be constructed along a state highway right-of-way (Maryland Route 355) at the Medical Center Metro station and at the entrances to two major federal campuses: The National Naval Medical Center (NNMC), which will be known as the Walter Reed National Military Medical Center (WRNMMC) upon the completion of BRAC construction in September 2011, and the National Institutes of Health (NIH). MC-DOT anticipates a close relationship with these agencies:

- Montgomery County, MD, Department of Transportation (MC-DOT)
- Maryland Department of Transportation (MDOT)
- Maryland State Highway Administration (SHA)
- Maryland Transit Administration (MTA)
- Washington Metropolitan Area Transit Authority (WMATA)
- Maryland-National Capital Park & Planning Commission (M-NCPPC)
- National Capital Planning Commission (NCPC)
- National Naval Medical Center (NNMC)
- National Institutes of Health (NIH)

In addition, Montgomery County has a long and established tradition of working closely with community groups that are impacted by major projects. In this case, in 2006 the Montgomery County Executive established the BRAC Implementation Committee (BIC), an advisory body comprised of area stakeholders including representatives of neighborhood associations, the local chamber of commerce, major employers and educational institutions including NIH, John Hopkins/Suburban Hospital, Howard Hughes Medical Institute and the Stone Ridge School, and officials from NNMC and local, regional, state and federal government agencies and the U.S. Congress.

D. Grant Funds and Sources and Uses of Project Funds

The Navy has made very clear its support for this project. The Purpose and Need for the project are evident in the Navy's Environmental Impact Statement for BRAC construction at NNMC and by the Navy's submitting a formal request to the Department of Defense to certify the project under the Defense Access Road (DAR) program. DAR certification would make this project eligible for DOD funding, but Congress must authorize and appropriate funds for the project to move forward. DAR Request (*NOTE this is 16 pages*): <http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-bumed-050208.pdf>

In May 2009, President Obama submitted to Congress his Fiscal Year 2010 Department of Defense budget request. Included in this budget submission was a “placeholder” for \$20 million in FY2011 for the “Defense Access Road Program Medical Center Station Entrance.” ***It is significant that this was the only project in the country for which Defense Access Road funding was included.*** FY2011 “placeholder” in FY2010 DOD budget: <http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-metroentrance-dodbudgetfy2011-051809.pdf>

It is important to note that there is no assurance at this time that the \$20 million line item penciled in for FY2011 will be included in the FY2011 DOD budget when it is submitted to Congress early in 2010. Montgomery County is confident that approval of a \$20 million TIGER Grant ***this year*** will leverage DOD’s inclusion and Congressional appropriation of the \$20 million in the FY2011 DOD budget by October 1, 2010.

The project would use a design-build process to expedite completion and would cost \$36-40 million to construct. The \$20 million TIGER grant would be used for the design-build process, and DOD/DAR funds appropriated in FY2011 would be used to bring the project to completion by or close to the September 2011 deadline to complete BRAC expansion and construction at NNMC.

E. Selection Criteria

1. Primary Selection Criteria:

a. Long Term Outcomes

i. State of Good Repair

This project would ***improve multi-modal transportation service in one of the most congested areas in the Notional Capital Region.*** It would facilitate ridership on one of the country’s premier rapid transit systems (METRO) and would better integrate connectivity between rail, bus, car/vanpool, and pedestrian/bicycle commuters.

The project ***would mitigate congestion along a major thoroughfare that is already at capacity and failing in Level of Service*** around four major medical institutions (NNMC, NIH, Johns Hopkins/Suburban Hospital, and Howard Hughes Medical Institute). We cannot allow gridlock to deny wounded warriors, doctors, or emergency vehicles timely access to urgent medical care.

- This is a link to Appendix H of the Transportation Study which shows projected LOS figures for the area if BRAC-related traffic is not mitigated (***NOTE this report is 54 pages***): http://www.bethesda.med.navy.mil/Professional/Public_Affairs/BRAC/Appendix%20H%20-%20Background%20CLV%20Results_03_08.pdf

Increased Metro ridership will provide a sustainable source of revenue to help maintain this project. It is estimated that BRAC expansion at NNMC and growth at NIH and in the commercial district of downtown Bethesda will more than double Metro ridership in the short term and add even more significant growth in the long term.

Quantifiable metrics include numbers of riders on rail, bus, and car/vanpool transit, Level of Service (LOS), intersection timing and delays, and NNMC's commitment to a 30% transit mode. In total, Metro ridership is expected to increase by 56% by 2020. Further quantification is in the Washington Metropolitan Area Transit Authority's (WMATA) July, 2009 evaluation of this project (*NOTE the full report is 101 pages*):

- **Full Report (101 pages):**

http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report-072909.pdf

- **5-page Executive Summary:**

http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report_execsummary-072909.pdf

In addition, a transportation analysis that was part of the Navy's Environmental Impact Statement for the BRAC project at NNMC listed several proposed congestion mitigations, including this project which can be found on Page 71 of the analysis (*NOTE this report is 98 pages*): http://www.montgomerycountymd.gov/content/exec/brac/pdf/feis-vol_ii_appc-transportationstudy-march2008-040408.pdf. For the complete EIS and Transportation Analysis including Appendices, go to the following link and scroll down to "**April 4, 2008 -- FINAL ENVIRONMENTAL IMPACT STATEMENT FOR NNMC BRAC**": http://www.montgomerycountymd.gov/brctmpl.asp?url=/Content/EXEC/BRAC/walter_reed.asp

ii. Economic Competitiveness

This project would provide long-term **efficiency and reliability in the movement of personnel and goods** to major medical institutions (NNMC, NIH, Johns Hopkins/Suburban Hospital, and Howard Hughes Medical Institute) and to the thriving commercial district of Bethesda, MD. The affected area has an employment base of 100,000 -- The commercial district has 70,000 employees and by 2011 the medical institutions will have approximately 30,000.

Economic Stimulus -- Medium and long-term job creation: By enhancing transportation service in this vital part of the National Capital Region, this project will support thousands of new highly-skilled medical, biosecurity, military, and high-tech personnel and support jobs that will be created in the near future, and will grow over the long term. While this project is not located in an Economically Distressed Area, the project will support construction jobs for workers from throughout the National Capital Region.

The project contains **a sustainable source of revenue** for long-term maintenance and operations in the form of increased Metro ridership.

The project ***promotes connectivity between rail, bus, car/vanpool, and pedestrian/bicycle commuters.*** It would improve pedestrian and vehicular safety and facilitate greater use of pedestrian and bicycle paths for local residents, to reduce single occupancy vehicles and congestion.

iii. Livability

The project ***will significantly enhance safety and user mobility by creating convenient connectivity between rail, bus, car/vanpool, and pedestrian/bicycle modes of transportation,*** and would facilitate greater use of pedestrian and bicycle paths for local residents, to reduce single occupancy vehicles and congestion.

Existing transportation choices will be improved by eliminating at-grade pedestrian crossings and providing safe and convenient connectivity to the Metro station that does not currently exist.

The specific needs of non-drivers and persons with disabilities will be addressed by the pedestrian and transit improvements in this ADA-compliant project.

Coordinated planning process and community input: Montgomery County has a long and established tradition of working closely with community groups that are impacted by major projects. In this case, in 2006 the Montgomery County Executive established the BRAC Implementation Committee (BIC), an advisory body comprised of area stakeholders including representatives of neighborhood associations, the local chamber of commerce, major employers and educational institutions including NIH, John Hopkins/Suburban Hospital, Howard Hughes Medical Institute, and the Stone Ridge School, and officials from NNMC and local, regional, state and federal government agencies and the U.S. Congress. Notes from the monthly meetings of the BIC can be found on Montgomery County's BRAC webs site:

<http://www.montgomerycountymd.gov/brctmpl.asp?url=/Content/EXEC/BRAC/community.asp>

iv. Sustainability

By promoting alternative modes of transportation, such as rail, bus, and car/vanpools, and pedestrian and bicycle commuting, this project will discourage single occupancy vehicles and:

- ***Reduce greenhouse gas emissions;***
- ***Reduce dependency on foreign oil;***
- ***Use clean or alternate sources of energy;***
- ***Decrease general public use of less energy efficient vehicles or systems;***
- ***Avoid adverse environmental, impacts; and***
- ***Create environmental benefits.***

V. Safety

This project will reduce the number, rate and consequences of surface transportation-related crashes because it will eliminate the at-grade pedestrian crossing of MD 355 and it will promote alternative transportation modes and reduce the number of single occupancy vehicles in the area.

The project will reduce injuries and fatalities among drivers and non-drivers in the affected region by facilitating smooth traffic flow and eliminating pedestrian/vehicular conflicts, estimated to be 6,000 pedestrians crossing MD 355 daily.

b. Job Creation and Economic Stimulus

Jobs expected to be created and/or preserved by this project:

- 180 short term new construction jobs;
- 50-75 other new jobs directly related to the project;
- Traffic mitigation resulting from this project will contribute to continued growth and new job creation in Bethesda's commercial district;
- Job preservation: Unmitigated traffic congestion could result in a migration of jobs away from the Bethesda commercial district

Impact on job creation/preservation:

- ***This project rapidly promotes new or expanded business opportunities during construction and thereafter.*** Mitigating traffic congestion will promote business and employment in the Bethesda commercial district. The project will also support BRAC growth at NNMC and expected future growth at NNMC and NIH.
- ***This project's procurement plan is likely to create follow-on jobs and economic stimulus for manufacturers and suppliers that support the construction industry.***
- ***The improved transportation and safety of personnel at WRNMMC and NIH will help in the retention of jobs at the federal facilities.***

2. Secondary Selection Criteria:

a. Innovation

This project will utilize innovative construction and transportation strategies to pursue its long-term outcomes. Design-build construction methods will ensure appropriate and expeditious construction and project completion. The County can be responsible for long-term operation and maintenance through its Bethesda Urban District infrastructure. ***Specific innovative technologies and approaches include:***

- **Smart Cards;**
- **Funding and Finance;**
- **Contracting;**
- **Project delivery;**
- **Congestion Management;**
- **Lang-Term Operation and Maintenance;**
- **Others, such as Pedestrian Safety, Emissions Reduction, Congestion Reduction, and Improved Connectivity between two national health institutions: NNMC and NIH**

b. Partnership

i. Jurisdictional Stakeholder Collaborations

This is the consensus top priority for area traffic mitigation, resulting from extensive collaboration among local stakeholders, including residential and business groups and major employers (NNMC, NIH, Johns Hopkins/Suburban Hospital, and Howard Hughes Medical Institute), and local, state and federal governments and planning agencies.

State agencies include the Maryland Dept. of Transportation (MDOT), the State Highway Administration (SHA), and the Maryland Transit Administration (MTA). Regional agencies include the Metropolitan Area Council of Governments (COG), the Washington Metropolitan Area Transit Authority (WMATA), and the Maryland-National Capital Park and Planning Commission (M-NCPPC). Montgomery County agencies include the County's Fire & Rescue Service, the Dept. of Planning, the Dept. of Economic Development, the Dept. of Environmental Protection, the Dept. of Permitting Services, and the Dept. of General Services. The Montgomery County Executive established a robust and engaged citizens' advisory board – the BRAC Implementation Committee – comprised of community leaders representing stakeholders such as neighborhood associations, major employers, and local, state and federal government agencies.

This project has Specific goals for utilization of Minority, Disabled Veterans, and Disadvantaged Business Enterprise organizations. Utilization goals will follow guidelines of the agencies involved, with a projected goal of approximately 10-15%.

ii. Disciplinary Integration

Montgomery County anticipates certification for this program by the U.S. Department of Defense under the Defense Access Program (DAR). The Base Commander of the National Naval Medical Center has requested such certification and the Navy's Bureau of Medicine submitted a formal DAR certification request to DOD in May, 2008 (<http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-bumed-050208.pdf> **NOTE this is 16 pages**). If DOD certifies this project under the DAR program, then DOD will conduct a review and determine an appropriate design and expenditure, and action by the U.S. Congress

would be required for authorization and appropriation of funds. In fact, DOD has already penciled this project in its preliminary Fiscal Year 2011 budget with a “placeholder” for \$20 million. (<http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-metroentrance-dodbudgetfy2011-051809.pdf>).

It is important to note that there is no assurance at this time that the \$20 million line item currently penciled in for FY2011 will actually be included in the FY2011 DOD budget when it is submitted to Congress in the spring of 2010. Montgomery County anticipates that \$20 million in TIGER grant funding would provide initial design-build capital and the incentive for DOD and the U.S. Congress to act expeditiously to provide \$20 million to complete the design-build process.

3. Additional Guidance on Selection Criteria

1 (a). Long Term: Evaluation of Expected Project Costs and Benefits

This request is for a TIGER grant of less than \$100 million. Quantifiable metrics on the criteria 1) State of Good Repair, 2) Economic Competitiveness, 3) Livability, 4) Sustainability, and 5) Safety can be found in numbers of riders on rail, bus, and car/vanpool transit, Level of Service (LOS), intersection timing and delays, and NNMC’s commitment to a 30% transit mode. In total, Metro ridership is expected to increase by 56% by 2020. Livability and safety will be directly improved by separating the conflicts between pedestrians/cyclists and vehicular traffic on MD 355 at the Medical Center Metro station

Further quantification is in the Washington Metropolitan Area Transit Authority’s (WMATA) July, 2009 evaluation of this project (NOTE the full report is 101 pages):

- **Full Report (101 pages):**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report-072909.pdf
- **5-page Executive Summary:**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/wmata-metroentrance-final_report-execsummary-072909.pdf

In addition, a transportation analysis that was part of the Novy’s Environmental Impact Statement for the BRAC project at NNMC listed several proposed congestion mitigations, including this project which can be found on Page 71 of the analysis (98 pages): <http://www.montgomerycountymd.gov/content/exec/brac/pdf/feis-vol ii appc-transportationstudy-march2008-040408.pdf>

1 (b). Evaluation of Project Performance: Job Creation and Economic Stimulus: *Project Readiness*

(i) Project Schedule

- **Planning:** August-October 2009
- **Preliminary Engineering:** October 2009 – July 2010
- **Receipt (or reasonably anticipated receipt) of Environmental Approvals:** EA/FONSI -- February 2010 (ROD n.a.)
- **Receipt of all necessary legislative approvals:** December 2009
- **Final Design / ROW Acquisition / Construction:** As design-build, final design will be concurrent with construction. ROW acquisition by spring 2010 (federal lands – no privately owned right-of-way is required).

(ii) Environmental Approvals

This project will take place along and beneath a major roadway and transit hub within an urban area that has already been developed and subject to review under the National Environmental Policy Act (NEPA). This project will undergo an Environmental Assessment but will not be subject to an Environmental Impact Statement under NEPA. The Montgomery County Department of Transportation will interface with the State Highway Administration, the County's Departments of Permitting Services, General Services, and Environmental Protection but does not expect any issues to arise that would hinder the project's expeditious construction. The environmental analysis using NEPA procedures and coordination will be funded 100% with County funds.

(iii) Legislative Approvals

This project enjoys strong support among all levels of representative government and has been identified in numerous pieces of legislation and executive or legislative actions. The area's Congressional delegation has expressed strong public support. Approved federal legislation included supportive language. The State BRAC Action Plan includes this project. The County Executive and Council have identified this project as a top priority; a July, 2009 WMATA report has identified the Purpose and Need for this pedestrian-traffic mitigation.

- ***Language in House-passed FY2009 VA-Military Construction Appropriations bill supporting DAR funding for this project:***
<http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-milconvaapprops-062408.pdf>
- ***Language in the Senate FY2009 Defense Authorization bill supporting DAR funding:***
http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar_language_in_senatedefauthrpt_s3001-091708.pdf
- ***Excerpt from FY2010 Department of Defense budget request including "placeholder" in FY2011 for DAR funding for this project:***
<http://www.montgomerycountymd.gov/content/exec/brac/pdf/dar-metroentrance-dodbudgetfy2011-051809.pdf>

- **July 16, 2008 letter from County Executive and County Council identifying this as a high priority, regionally significant project for State funding:**
<http://www.montgomerycountymd.gov/content/exec/brac/pdf/countyprioritiesfy09-finallettoannapolis-071608.pdf>
- **March 12, 2009 letter from County Executive identifying this project as a top priority for federal economic stimulus funding:**
http://www.montgomerycountymd.gov/content/exec/brac/pdf/stimulus-countymdot_requests-031209.pdf

(iv) State and Local Planning

Montgomery County, MD, the owner of this project, strongly supports this TIGER Grant application and is committed to carrying out its activities.

(v) Technical Feasibility

The County will utilize a Design-Build method to deliver best value in the shortest period of time. Cut-and-cover technology is expected to be used, including a temporary lane relocation of MD 355 during construction.

(vi) Financial Feasibility

Montgomery County estimates that \$200,000 in staff time will be expended on construction-related activities and an additional \$300,000 will be used for the environmental assessment. Financial commitment will come from an approved County capital project entitled "State Transportation Participation" CIP No. S00722.

(vii) Other Project Accomplishments

This project promotes the creation of job opportunities for low-income workers through the use of best practice hiring programs and utilization of apprenticeship (including pre-apprenticeship) programs.

This project has specific goals for utilization of Disabled Veterans, Minority Business, and Disadvantaged Business Enterprise organizations. Utilization goals will follow guidelines of the agencies involved, with a projected goal of approximately 10-15%.

This project supports entities that have a sound track record on labor practices and compliance with laws ensuring that American workers are safe and treated fairly.

This project implements best practices, consistent with our nation's civil rights and equal opportunity laws, for ensuring that all individuals – regardless of race, gender, age, disability, and national origin – benefit from ARRA.

4. Program-Specific Criteria

The information requested in subsection, "C. Program-Specific Criteria," is not applicable to this TIGER Grant application. This project is neither a bridge replacement or transit project, a port infrastructure investment, nor a TIGER/TIFIA project. Rather, as indicated on Page 1 of this application, **this is a Multi-Modal project** that connects transit (heavy rail, bus, and car/vanpool), highway, and pedestrian/bicycle modes.

F. Federal Wage Requirement Certification:

I hereby certify that the Montgomery County Department of Transportation will comply with the requirements of subchapter IV of chapter 31 of title 40, United States Code pertaining to federal wage rate requirements.

Signed: _____
Arthur Holmes, Jr., Director, Montgomery County MD Dept. of Transportation

G. NEPA Requirement

This project will take place within an area that has already been developed and subject to review under the National Environmental Policy Act (NEPA). This project will undergo an Environmental Assessment but will not be subject to an Environmental Impact Statement under NEPA. Montgomery County has agreed to fund this effort so that the NEPA requirements are completed by January, 2010.

H. Environmentally Related Federal, State and Local Actions

This project will take place in along and beneath a major roadway and transit hub in an urban area that has already been subject to environmental impact analysis including NEPA. The Montgomery County Department of Transportation will interface with the appropriate federal, state, and local review agencies but does not expect any issues to arise that would hinder the expeditious construction of this project.

I. Protection of Confidential Business Information (CBI)

Potential designs for this project include five options evaluated by the Washington Metropolitan Area Transit Authority (WMATA) and an alternative design presented to Montgomery County by Clark Construction Group, LLC ("Clark"), a private enterprise located in Bethesda, Maryland. While the designs evaluated by WMATA are a matter of public record, the Clark designs are propriety. **Any discussion of the Clark design in this TIGER Grant application must be treated as Confidential Business Information (CBI).**