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Report to Secretary, Department of Defense; by Robert G. Rothwell (for Fred J. Shafer, Director, Logistics and Communications Div.).

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The Congress authorized funds to communities to expand facilities and services needed for new workers and families when the Trident submarine base becomes operational in the 1980's. Findings/Conclusions: Under existing Federal programs, the Secretary of Defense provides financial aid to other departments and agencies for planning, construction, and/or subsidies of schools, roads, water and sewer systems, low-rent housing, recreation, and other facilities. Preliminary estimates included a total cost of about \$204 million to finance Trident-related community impact costs. The Federal share was estimated to be about \$120 million. Current planning lacks estimates of offsetting local revenue increases, has not fully considered possible population increases in other counties, and depends on certain assumptions and cost factors which should be reconsidered. Recommendations: The Secretary of Defense should instruct the Office of Economic Adjustment to (1) recognize and consider that Trident-related growth may occur in counties other than Kitsap, and that some of the work force from those counties may be drawn to the Trident base; (2) determine the revenues estimated to be generated by the increase in population and new facilities and consider such data in arriving at an amount of Federal funds to be provided; and (3) reexamine its estimate of costs for increased facilities and services resulting from the Trident site, including those requirements not previously shown in the Office of Economic Adjustment's estimate of costs. (Author/SC)

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*UNITED STATES
GENERAL ACCOUNTING OFFICE*

**Planning Federal Assistance
To Communities Affected By
The Trident Submarine Base,
Washington State**

Department of Defense

The Congress authorized funds to communities to expand facilities and services needed for new workers and families when the Trident base becomes operational in the 1980's. Preliminary estimates indicate a Federal cost of about \$120 million. GAO is recommending that the Secretary of Defense reconsider certain planning and budgeting assumptions such as local revenues, area of impact, sources of workers, public costs for facilities, school needs, and range of facilities needed.



UNITED STATES GENERAL ACCOUNTING OFFICE

WASHINGTON, D.C. 20548

LOGISTICS AND COMMUNICATIONS
DIVISION

B-178056

The Honorable
The Secretary of Defense

Dear Mr. Secretary:

This is our report on the planning for Federal assistance to communities affected by the Trident submarine base in Washington State.

The points raised in this report have been discussed with representatives of your Office of Economic Adjustment and their comments have been included herein.

This report also contains recommendations to you on page 12. As you know, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written statement on actions taken on our recommendations to the House Committee on Government Operations and the Senate Committee on Governmental Affairs not later than 60 days after the date of the report and to the House and Senate Committees on Appropriations with the agency's first request for appropriations made more than 60 days after the date of the report.

We are sending copies of this report to the Director, Office of Management and Budget; the Chairmen, Senate and House Committees on Appropriations and Armed Services; House Committee on Government Operations; Senate Committee on Governmental Affairs; and to interested Members of Congress representing the State of Washington.

Sincerely yours,

R. S. Rothwell

for Fred J. Shafer
Director

REPORT OF THE
GENERAL ACCOUNTING
OFFICE

PLANNING FEDERAL ASSISTANCE TO
COMMUNITIES AFFECTED BY THE
TRIDENT SUBMARINE BASE,
WASHINGTON STATE
Department of Defense

D I G E S T

GAO reviewed the planning and estimating for Federal funds to communities in the vicinity of the Navy's Trident submarine base being constructed in Kitsap County, Washington. Public Law 93-552 authorizes the Secretary of Defense to assist communities in meeting the costs of increased municipal services and facilities needed from the rapid increase in population expected from constructing and operating the Trident base.

Under existing Federal programs, the Secretary provides financial aid to other departments and agencies for planning; construction; and/or subsidies of schools, roads, water and sewer systems, low-rent housing, recreation, and other facilities. If sufficient funds are unavailable, the Secretary may request funds for these purposes from the military construction program for the Trident submarine system. (See pp. 2 to 4.)

The preliminary estimates were presented to the Congress in March 1976 and included a total cost of about \$204 million to finance Trident-related community impact costs. The Federal share was estimated to be about \$120 million. In fiscal years 1976 and 1977, about \$15 million was appropriated to the Trident program to supplement funds of other departments and agencies for community assistance. (See pp. 3 and 8.)

Planning began in 1974 for the types and costs of municipal facilities and services needed for the increase in population. It is sponsored and coordinated by the Department of Defense, the Northwest Federal Regional Council in Seattle, the State of Washington, and Kitsap County. Current planning lacks

estimates of offsetting local revenue increases, has not fully considered possible population increases in other counties, and depends on certain assumptions and cost factors which should be reconsidered. (See pp. 5 to 12.)

The Department of Defense recognizes some of these problems and plans to complete a review of anticipated revenues and certain other factors in June 1977. GAO believes that the points raised in this report should be considered and are essential to adequately determine "an unfair and excessive burden" on impacted communities. GAO, therefore, recommends that the Secretary of Defense instruct the Office of Economic Adjustment to:

- Recognize and consider that Trident-related growth may occur in counties other than Kitsap, and that some of the work force from those counties may be drawn to the Trident base.
- Determine the revenues estimated to be generated by the increase in population and new facilities and consider such data in arriving at an amount of Federal funds to be provided.
- Reexamine its estimate of costs for increased facilities and services resulting from the Trident site, including those requirements not previously shown in the Office of Economic Adjustment's estimate of costs. (See p. 12.)

C o n t e n t s

Page

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CHAPTER

1	INTRODUCTION	1
	Origin of Federal assistance	1
	Authorization for assistance	2
	Responsibilities for assistance	3
	Scope of review	4
2	PLANNING FOR ASSISTANCE SHOULD BE COMPLETED AND MODIFIED	5
	Principal planning for Kitsap County only	6
	Increased tax revenues not yet esti- mated and considered	7
	County and DOD estimates of Federal assistance needs	8
	Conclusions and recommendations	12

ABBREVIATIONS

DOD	Department of Defense
OEA	Office of Economic Adjustment

CHAPTER 1

INTRODUCTION

The Navy has been constructing a support site for Trident submarines at the Bangor Annex, Keyport Naval Torpedo Station, in Kitsap County, Washington, since 1974. Public Law 93-552 authorizes the Secretary of Defense to provide financial assistance to communities for impact costs related to constructing and operating the site.

Community impact costs generally are the difference between the costs of additional municipal facilities and services needed to support the expected population growth from new or expanded programs and the additional revenue expected from that growth. Impact costs usually occur when an abnormal population growth is expected over a relatively short time, which creates a time lag between the need for additional facilities and services and an increase in revenue from the population growth to finance them.

ORIGIN OF FEDERAL ASSISTANCE

When the Navy announced in February 1973 that it would build the Trident support site in Kitsap County, the county had about 103,000 residents in 393 square miles of semirural area. The Government employed more than 42 percent of the county's nonagricultural work force and owned more than 50 percent of the land which the county could not tax.

After the announcement, the Navy estimated that the construction work force would be about 3,600. The Navy also estimated that approximately 7,500 additional personnel--4,800 military and 2,700 civilians--would be employed at the site by 1983. The Navy estimated that the work force, other jobs needed in the surrounding communities to support them, and the employees' families would raise the county's population by 27,000 by 1983. This figure would be added to a normal growth figure of about 19,000 for the same time period in a county of about 115,000 residents in 1975, a 40 percent increase in 9 years.

It was generally recognized that the existing and planned municipal facilities and services in the county would be inadequate for the estimated population growth resulting from the Trident program. Local governments stated that it would be an unfair and excessive financial burden to increase their facilities and services for that growth.

In July 1973, the Department of Defense (DOD) received a congressional inquiry on whether Federal funds could be provided to communities near the Trident support site under a law similar to section 610 of Public Law 91-511. Under that law, the Secretary of Defense was authorized to provide Federal funds to communities in Montana and North Dakota near planned Safeguard missile sites for direct impact costs resulting from the construction and operation of the sites. About \$17 million in grant-aid assistance was provided for such purposes before the authorization was terminated.

Planning began in 1974 for the types and costs of municipal facilities and services for the expected increase in population resulting from the Trident base.

In July 1974, as an amendment to a bill authorizing military construction funds for fiscal year 1975, legislation was introduced to permit the Secretary of Defense to help communities near the Trident support site pay the costs for increased municipal facilities and services. The Senate Committee on Armed Services noted in its report of September 5, 1974, that:

"Public facilities and adequate control of this rapid growth are major concerns to state and community leaders. The local tax base is not considered adequate to provide the public facilities required. Federal assistance will be needed in the state to meet this challenge successfully. At present it is very uncertain if Federal grant programs can assist on a coherent program basis."

The amendment was included as section 608 of Public Law 93-552 which was enacted on December 27, 1974.

AUTHORIZATION FOR ASSISTANCE

Section 608 authorizes the Secretary of Defense to:

"* * * assist communities located near the Trident Support Site Bangor, Washington, in meeting the cost of providing increased municipal services and facilities to the residents of such communities, if the Secretary determines that there is an immediate and substantial increase in the need for such services and facilities in such communities as a direct result of work being carried out in connection with the construction, installation, testing, and operation

of the Trident Weapon System and that an unfair and excessive financial burden will be incurred by such communities as a result of the increased need for such services and facilities."

The section further specifies that the Secretary is to provide assistance through "existing Federal programs," and the heads of all concerned departments and agencies are directed to cooperate with him "on a priority basis." The Secretary may also use funds appropriated for the Trident Weapon System, if unavailable under other programs, "to the extent specifically authorized in an annual Military Construction Authorization Act." About \$15 million was included in the Trident appropriations for community assistance in fiscal years 1976 and 1977.

RESPONSIBILITIES FOR ASSISTANCE

Management of the impact program is assigned to the Office of Economic Adjustment (OEA), Assistant Secretary of Defense (Installations and Logistics), which deals with community-impact problems resulting from DOD activities such as closing military bases.

Under OEA-approved procedures, DOD is limited primarily to (1) encouraging other Federal agencies to seek appropriations and (2) financing projects and to certify that impact costs financed from DOD appropriations are Trident-related. Other key duties in establishing eligibility and estimating costs are:

-- State and local governments estimate amounts required annually from DOD or other Federal agencies to pay Trident-related impact costs. Local governments also estimate amounts to be included in individual applications for Federal funds and contract for studies to develop data establishing the reasonableness of such requests.

--The Northwest Federal Regional Council 1/ reviews budget estimates to determine their reasonableness.

1/The Council is composed of representatives from Federal agencies in region 10. The representatives were the regional heads of the Department of Labor; the Department of Agriculture; the Department of Interior; the Department of Health, Education, and Welfare; the Department of Housing and Urban Development; the Department of Transportation; the Environmental Protection Agency; and the Law Enforcement Assistance Administration.

The Council also reviews project applications for Federal funds for potential duplications or overlaps and certifies that amounts to be funded by DOD are Trident-related. Certifications, however, are based primarily on information submitted by the local governments.

In commenting on this report, OEA personnel stated that they also coordinate these activities to insure that impact problems are solved. OEA personnel also stated that they are currently preparing a report for the Congress which will present an analysis of the fiscal impact of the Trident site. The report is expected to be presented to the Congress in June 1977.

SCOPE OF REVIEW

In terms of the authorizing legislation, Public Law 93-552, we reviewed the policy and practices of DOD and other Federal agencies to (1) determine the area of the Trident community impact, (2) estimate the costs of the impact, and (3) consider offsetting revenue growth.

We performed our work principally at the Office of the Assistant Secretary of Defense (Installations and Logistics), Washington, D.C., and at the offices of the Northwest Federal Regional Council in Seattle, Washington. We also visited the Washington headquarters of the agencies represented on the Northwest Federal Regional Council and State and local offices in Seattle connected with the Trident impact assistance program, including the Kitsap County Trident Coordinating Office.

We examined program documents, reports, studies, and other records pertinent to the Trident impact assistance program, and the legislative history of Public Law 93-552 and other laws authorizing community-impact assistance under similar circumstances.

We obtained information on Federal grants for Trident-related costs through October 1976. We did not evaluate the specific applications to determine whether the grants were in accordance with authorizing legislation.

CHAPTER 2

PLANNING FOR ASSISTANCE

SHOULD BE COMPLETED AND MODIFIED

Federal, State, and local planning for community assistance requirements lacks several important elements and depends on certain assumptions and cost factors which should be reconsidered. Although planning problems have not necessarily affected the merits of community assistance projects currently approved, they have hampered a comprehensive analysis of local needs and increased resources. Such an analysis would provide the framework for budgeting overall needs for municipal services and facilities by type and location; estimating revenue increases; assigning Federal, State, and local shares of the costs; and evaluating proposed assistance projects.

The Office of Economic Adjustment (OEA), responding to questions asked by the House Appropriations Committee, replied in March 1977 that it expected to complete a review of anticipated revenues and other factors bearing on the Federal Government's responsibility for community assistance during June 1977. The following are our observations and suggestions which should assist OEA in its analyses.

In authorizing Federal assistance for increased municipal facilities and services, section 608(c) of Public Law 93-552 directed Federal officials to consider the following factors:

"(1) the time lag between the initial impact of increased population on any such community and any increase in the local tax base which will result from such increased population, (2) the possible temporary nature of the increased population and the long-range cost impact on the permanent residents of any such community, and (3) such other pertinent factors as the Secretary of Defense deems appropriate."

With section 608, the above factors seem to direct Federal assistance to those major needs (schools, roads, water and sewer systems, and the like), which must be in existence when the increase in population relating to the Trident base arrives and which can not be financed from the taxes and service charges paid by that population.

Some of the problems in planning to meet that objective are described below.

PRINCIPAL PLANNING FOR
KITSAP COUNTY ONLY

The location of the Trident base in Kitsap County obviously affects that community far more than any other community. Federal planning grants, with two or three exceptions, were made for studies of population growth and municipal requirements in Kitsap County.

The Navy Environmental Impact Statement of 1974 noted that construction and operation of the Trident base would affect communities in Jefferson and Mason Counties, as well as those in Kitsap County. It also suggests that the base may effect the population growth in King County (Seattle), Pierce County (Tacoma), and Snohomish County (Everett). The commuting distance from points mentioned in the five other counties range from about 15 miles to 50 miles. OEA officials stated that the geographic area of impact would be defined in a study by Kitsap County's planning consultant. This report was issued in December 1975 and assumed that all growth would be in Kitsap County.

If there is much Trident-related growth in other counties, and/or some of the counties' work force moves to the Trident base, several problems will arise in the management of Federal assistance. The scope of facilities planned for Kitsap County may exceed its real need; other communities may have needs for assistance not provided for; and the area of impact may cover a wider area which could actually reduce the total needs of all communities to something less than what is currently estimated for Kitsap County.

In commenting on a draft of this report, OEA representatives stated that their current estimate of assistance needed is based on an expected total Trident population increase of 27,000, distributed as follows:

Kitsap County	91 percent of increase
Mason County	3 percent of increase
Jefferson County	3 percent of increase
Other Counties	3 percent of increase

They stated that these percentages are tentative and could change based on data provided by the counties. They stated that their impact analysis report would recognize that counties other than Kitsap may be affected.

INCREASED TAX REVENUES NOT
YET ESTIMATED AND CONSIDERED

Since more than half of Kitsap County's land is owned by the Government, and the County has very little private industry, it has one of the lowest tax bases in the State of Washington. Nevertheless, the county will derive additional revenues from property taxes and fees on new residences for the anticipated population growth. The State of Washington will have increased revenues from general sales, gasoline taxes, and various other fees.

In 1975 the State of Washington enacted legislation imposing a tax on the sale of materials or the rendering of services to contractors constructing, repairing, decorating, or improving new or existing buildings or other structures on federally-owned land. It also imposed a tax on a contractor's privilege to use federally-owned property in performing his contracts. In February 1976, the United States filed suit challenging the constitutionality of these taxes. OEA estimates that the tax will yield about \$10 million from the \$600 million Trident construction program.

These increased revenues are recognized by OEA and the Federal Regional Council as essential in determining what is an "unfair and excessive financial burden," as specified in the authorizing legislation. The anticipated increase, as well as estimates of amounts, must also be accounted for by the legislation's directive to consider "the time lag between the initial impact of increased population * * * and any increase in the local tax base * * *."

However, OEA's current estimates of impact costs do not consider the revenues expected to be generated by the expanded facilities and services. OEA, in its February 1976 report, expressed the hope, "that Kitsap County and the State of Washington will investigate several of the new techniques for modelling municipal revenues and the demands for public services and facilities." According to its report, OEA and the Federal Regional Council will use the model results cooperatively with the county and State to meet the provisions of Public Law 93-552.

Until the increased revenue is recognized, the planning remains incomplete and Federal review of new assistance proposals may be delayed pending confirmation of the "excessive and unfair financial burden."

In commenting on this, OEA representatives said that estimates of increased revenues are being reviewed and that they expect to include this in their June 1977 report to the Congress.

COUNTY AND DOD ESTIMATES
OF FEDERAL ASSISTANCE NEEDS

In March 1976, OEA representatives reported to the Military Construction Subcommittee of the House Appropriations Committee that the additional community facilities and services needed for the Trident-related population growth would cost about \$204 million. These preliminary estimates were based primarily on the Kitsap County's planning consultant report which OEA modified for a Trident growth of 27,300 residents in addition to a normal growth of about 24,000 residents. The estimates cover the following requirements.

<u>Projects</u>	<u>Estimated costs</u>	<u>Level of government share</u>	
		<u>Local</u>	<u>Federal</u>
		——(millions)——	
Water systems	\$ 74.3	\$39.7	\$ 34.6
Sewer systems	57.7	18.7	39.0
Schools	46.1	14.6	31.5
Roads	18.9	7.5	11.4
Parks and recreation	5.3	2.5	2.8
Planning and staffing	<u>1.3</u>	<u>.2</u>	<u>1.1</u>
Total	<u>\$203.6</u>	<u>\$83.2</u>	<u>\$120.4</u>

The consultant estimated a population growth of nearly 32,000 from the Trident program. His estimate differs from DOD's principally because he used an average household size of 3.6 persons for all new Trident-related residents in Kitsap County, compared to DOD's average of 3.0 persons per household. We believe the latter is more realistic, being closer to the United States' average of 3.17 persons per household in 1970 and to Kitsap County's average of 2.95 persons per household.

The estimated costs and other planning estimates are important elements in budgeting the total financial requirements; the annual increments; the respective State, County, Federal shares; and the Trident program appropriations DOD (Navy) must request to supplement the deficiencies in other Federal agencies' funds.

In addition to the lack of revenue estimates and considering the Trident impact in other counties, the following factors should be reconsidered.

Source of Trident workers

The Navy estimates that its regular work force at the Trident support base will be about 4,780 military and 2,755 civilian personnel by 1985. Using standard multipliers, both the Navy and Kitsap County's consultant estimate that about 4,100 new jobs will be created in the surrounding communities (retail trade, banking, real estate, municipal services, and other fields) to support the Trident-related growth.

In its Environmental Impact Statement, the Navy estimated that about 660 civilian positions at the Trident base would be filled by Kitsap County residents. However, it is not clear if subsequent studies, on which current planning is based, gives proper consideration to that source of workers. If not, the estimated influx of workers and their families may be overstated.

According to OEA's February 1976 report, Kitsap County had an unemployment rate of more than 8 percent, which equates to about 3,000 unemployed in a nonagricultural work force of about 36,000. In the 1970 census, about 22,000 persons were counted in the 20 to 35 years age group. About 6,600 of the present county's population are expected to reach that group by 1980. Thus, the county offers a large source of employees for the base and for expanding business and municipal jobs.

We believe that Federal, State, and local officials should reexamine the potential availability of workers in Kitsap County and other communities within commuting distance of the Trident base.

In commenting on a draft of this report, OEA personnel stated that they are currently analyzing the possibility of taking workers from the existing labor force in surrounding counties and placing some new workers and their families in those counties.

Military personnel to be housed on the Trident Base

The consultant estimated that the Trident base would house 900 military families and 1,350 single officers and sailors.

Based on our understanding of the Navy's plans for the base, it will construct 1,450 family units and quarters for 1,800 single personnel.

The difference in estimates of military personnel to be housed on the base affects the reliability of estimates for community services required. More or less residents on base means more or less demand in the communities for housing, roads, recreation, commercial services, and the like; and a greater or smaller increase in population would be necessary to provide the available services on base.

The estimates of community requirements should be re-examined for conformity with the Navy's plans for onbase housing. OEA personnel stated that they are using the latest Navy estimate for housing to be constructed onbase.

Estimates of school construction needs

In the estimated school construction cost of \$46.1 million, (see p. 8), one element of the anticipated increase of students was counted twice.

The Federal share of \$31.5 million was based on 7,000 students of parents working at the Trident base times the State of Washington's estimate that school construction cost in 1974 was \$4,500 per pupil. The local share of \$14.6 million is the amount of recently proposed school bond levies needed to arrive at an amount to support school construction.

OEA officials considered that 7,000 students were federally-connected students, i.e., children of Navy and civilian employees at the Trident support base. They assumed that the Government would pay construction costs for these students, and that the county's bonding capacity would finance constructing schools for students whose parents are indirectly connected with operating the Trident support site. Indirect workers are those filling new jobs in the private sector to support employees of the Trident base and their dependents.

The estimate of 7,000 students actually included the total expected student growth, both directly and indirectly connected with operating the Trident base. Only about 5,090 students in the estimate were for military personnel and civilian employees at the site. Therefore, school construction costs to support indirect students were included twice in OEA's estimate; once in the amount for directly-connected students and again in the county's bonding capacity.

This duplication resulted in an overstatement of \$14.6 million in OEA's estimate of total costs and the Government's share of those costs.

OEA should reexamine this point with the Federal Regional Council and local officials when calculating the overall budget needs for public schools in the Trident area.

In commenting on this, OEA representatives agreed that their estimate had been overstated, and that they now recognize only those students directly connected with operating the base. They provided the following information on their current estimate for Federal assistance required for school construction. Their initial estimate of \$31.5 million has been reduced to \$16.8 million. They stated that the reduction resulted from (1) recognizing only those students directly connected to the base and (2) refining the requirements list which initially included some items (buses, etc.) for which Federal assistance is unauthorized. They stated that this would be recognized in their June 1977 report to the Congress.

Estimated costs per person
exceed national average costs

In 1974 the Department of Housing and Urban Development and the Environmental Protection Agency cosponsored a study of the costs of community facilities and services required for various growth patterns. Their consultant calculated national per capita averages of the public cost for each of the principal facilities and services required.

The average for all requirements, adjusted to the price level estimated for 1976, was \$5,500 of public cost per person. For those facilities and services included in the estimates used by OEA, excluding planning and staffing, the consultant calculated a per capita cost of only about \$4,600. For the same facilities and services OEA's estimates for a growth of 27,300 people amount to about \$7,400 per capita.

The two largest differences in these per capita averages are for water systems and sewer systems. We believe that is due principally to OEA's estimates including connection charges normally paid by private developers of residential and commercial projects for these services.

This point should be reexamined by OEA, the Federal Regional Council, and local officials, to be sure that their estimates include only the public cost for municipal facilities and services. In commenting on a draft of this report,

OEA personnel agreed that their estimate should have excluded costs usually paid by private developers and noted that assistance provided will not include such costs.

Some community requirements not included in cost estimates

OEA's estimates (see p. 8) exclude certain community requirements that are being considered or have already been approved for Federal assistance as Trident related. Among these facilities and services are low rent housing, health services, and law enforcement. These requirements should be included in the overall planning and budgeting estimates for Federal assistance. In commenting on a draft of this report OEA personnel agreed that some requirements had been excluded, but noted that they will be included in their report to the Congress.

CONCLUSIONS AND RECOMMENDATIONS

OEA did not have all the information needed for a comprehensive analysis of required municipal facilities and services for the Trident related population growth, the communities likely to be affected, the estimated revenue growth, and the appropriate Federal assistance responsibility. We believe that the points raised in this report should be considered and are essential to adequately determine "an unfair and excessive burden" on impacted communities. Therefore, we recommend that the Secretary of Defense instruct the Office of Economic Adjustment to:

- Recognize and consider that Trident-related growth may occur in counties other than Kitsap, and that some of the work force from those counties may be drawn to the Trident base.
- Determine the revenues estimated to be generated by the increased population growth and new facilities and consider this in arriving at an amount of Federal assistance to be provided.
- Reexamine its estimate of costs for increased facilities and services resulting from the Trident site, including those requirements not previously shown in OEA's estimate of costs.