

Dorothy Robyn
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Dorothy Robyn is a public policy expert who has spent 30 years teaching, analyzing, implementing and working to reform government economic and regulatory policy. She currently writes and consults on policy issues related to infrastructure and “network” industries (transportation, telecommunications and energy).

EDUCATION

B.A. from Southern Illinois University
M.P.P. and Ph.D from University of California, Berkeley

PROFESSIONAL EXPERIENCE

U.S. General Services Administration, 2012-2014 *Commissioner, Public Buildings Service*

Responsibilities: Led the Public Buildings Service (PBS) in the aftermath of a scandal. The real estate arm of the (civilian) federal government, PBS manages 380 million square feet of government-owned and -leased space; its responsibilities include asset management, design and construction, leasing, building operations and property disposal. As Commissioner, oversaw an annual budget of \$10 billion and a staff of 6,000 people in 11 regional offices.

Accomplishments:

- Steadied the ship in agency still reeling from negative press and the ouster of senior leaders.
- Helped reverse a three-year budget trend that had seen congressional appropriators divert \$4+ billion from GSA’s Public Buildings Fund to non-GSA activities.
- Led re-look at PBS structure and staffing to improve efficiency and customer responsiveness.
- Raised profile of and resources for PBS’s outstanding energy program, and put in motion plan to revamp its Green Proving Ground, which beta tests new energy technologies.

Department of Defense, 2009-2012 *Deputy Under Secretary, Installations and Environment*

Responsibilities: As DoD’s senior real property officer, provided management and oversight of military bases worldwide, which cover 29 million acres and include 500,000 buildings and structures valued at \$800 billion; oversaw the military construction budget, base realignment and closure (BRAC), privatization of family housing, and facility energy. As DoD’s senior environmental, safety and occupational health official, managed its environmental R&D programs, the integration of environmental needs into the weapons acquisition process, fire protection and explosives safety, and environmental conservation and clean-up at active and closing bases.

Accomplishments:

- Led DoD’s facility energy strategy, to reduce DoD’s \$4 billion-a-year facility energy bill and improve the energy security of bases largely dependent on the commercial grid.
- Secured 5-year funding for DoD’s Facility Energy Test Bed, which uses military buildings and land to test next-generation technologies for energy efficiency and renewable energy.
- Created a “Siting Clearinghouse” to facilitate the development of renewable energy projects sited near military installations while protecting military radar and other sensitive assets.
- Oversaw the last two years of the implementation of BRAC 2005, including Joint Basing, and served as the Department’s lead in 2012 in requesting additional BRAC rounds.
- Reinvigorated mechanisms for DoD cooperation with base closure communities and championed the statute allowing enduring bases to partnering with host communities.

The Brattle Group, Washington, DC, 2002-2009

Principal (2004-2009)

Senior Consultant (2002-2004)

Responsibilities: Teamed with colleagues at *Brattle* to conduct studies in transportation and telecommunications for government and industry clients and for independent think tanks.

Accomplishments:

- Did ground-breaking study of the benefits of liberalization of international aviation markets for the European Union that helped pave the way for a U.S.-EU Open Skies Agreement.
- Worked with the Bush White House to continue an effort begun in the Clinton White House aimed at structural reform (“corporatization”) of the air traffic control system.
- On behalf of the Center for International Policy, analyzed the impact on the U.S. economy of lifting the travel ban to Cuba in a 2002 study that was highlighted in *The Atlantic*.
- Estimated auction value of 60 MHz of TV band spectrum, at request of a congressional committee (and support from Qualcomm), facilitating agreement on the digital TV transition.

The Brookings Institution, 2001-2002

Guest Scholar

Wrote papers on transportation policy reform and taught classes in Brookings’ executive program.

National Economic Council, Executive Office of the President, 1993-2001

Special Assistant to the President for Economic Policy

Responsibilities: As a senior staff member of the White House National Economic Council, handled policy development and policy coordination on high priority issues related to transportation, aerospace and defense, international telecommunications, science and technology and competition policy. Staffed the President’s National Economic Adviser and advised other senior White House officials; managed interagency processes to reach consensus on policy proposals or policy conflicts; worked closely with industry and labor to develop, champion and implement policy.

Accomplishments:

- Oversaw President Clinton's Defense Transition Initiative: led effort to reinvent the military base reuse process to promote job creation; championed procurement reform, dual-use R&D and other efforts to allow the military to make greater use of market mechanisms.
- Coordinated Administration's strategy to promote aviation (beginning in 1997), emphasizing international liberalization and structural reform of the air traffic control system.
- Was White House point person on Administration effort that kept the Iridium satellite system in operation following its bankruptcy in 1999.
- Ran interagency process on controversial and often complex issues, including:
 - 1995 farm bill
 - 1998 highway reauthorization bill
 - 1998 Northwest Airlines pilot strike
 - Key U.S.-EU trade disputes, including the EU's effort to block the Boeing-McDonnell Douglas merger and discriminatory EU aircraft noise regulation
 - Congressional legislation to block the Deutsche Telekom-VoiceStream merger
 - Restructuring and privatization of Intelsat
 - U.S. government position on standard for third-generation (3G) wireless technology

Joint Economic Committee, U.S. Congress, 1989-1993

Professional Staff Member

Handled science and technology issues for the JEC and (in particular) Sen. Jeff Bingaman.

Office of Technology Assessment, U.S. Congress, 1987-1989

Senior Consultant

Co-authored a report on commercialization of high-temperature superconductivity.

John F. Kennedy School of Government, Harvard University, 1983-1987

Assistant Professor

Taught graduate courses on political and organizational analysis and public management, and led the MPP thesis seminar on topics in "business and government." Managed the Kennedy School Case Program, a group of writers who researched and wrote cases for use in classroom teaching.

Department of Urban Studies and Planning

Massachusetts Institute of Technology, 1982-1983

Postdoctoral Fellow

Co-taught a graduate course on public policy analysis.

Goldman School of Public Policy, University of California, Berkeley, 1978-1979

Teaching Assistant

Assisted the professor in a course on urban economics and finance.

The Urban Institute, Washington, DC, 1977

Research Analyst

As summer intern, wrote article (it later became the chapter of a book) on the role of nurse practitioners and physician assistants under national health insurance.

Bureau of Social Science Research, Washington, DC, 1974-1976

Project Coordinator

Worked on a project on the use of graphical methods to analyze and communicate social statistical information.

SELECTED PUBLICATIONS, REPORTS AND TESTIMONY

BOOKS and MONOGRAPHS

Toward an Evolutionary Regime for Spectrum Governance: Licensing or Unrestricted Entry?,
Brookings Press, 2006 (with William J. Baumol).

Braking the Special Interests: Trucking Deregulation and the Politics of Policy Reform,
University of Chicago Press, 1987.

RECENT REPORTS AND OP-EDS

“Buildings and Bandwidth: Lessons for Spectrum Policy from Federal Property Management,”
Economic Studies at Brookings, The Brookings Institution, September 23, 2014. Available at:
<http://www.brookings.edu/research/papers/2014/09/23-buildings-bandwidth-spectrum-property>.

“Commentary: The Federal Government Has a Problem with Real Estate,” *Washington Post*, May 4,
2014. Available at: http://www.washingtonpost.com/business/capitalbusiness/commentary-the-government-has-a-problem-with-real-estate/2014/05/02/e976ad90-cefd-11e3-b812-0c92213941f4_story.html.

“Reforming Federal Procurement Policy: The Case for Sensible Scoring,” The Brookings Institution,
April 29, 2014. Available at: <http://www.brookings.edu/blogs/fixgov/posts/2014/04/24-federal-property-procurement-sensible-scoring-robyn>.

CONGRESSIONAL TESTIMONY

As the Commissioner of Public Buildings, I testified before Congress about six times. The hearings focused on property management and disposal, relocation of the FBI headquarters, courthouse construction, and space utilization.

As Deputy Under Secretary of Defense, I testified before Congress nearly 20 times, including at annual posture and appropriations hearings as well as special hearings on DoD's energy strategy, BRAC and other topics. Below is the link to the testimony from my last hearing, on DoD facility energy (March 29, 2012):

http://www.acq.osd.mil/ie/download/robyn_testimony_hasc%20mar292012.pdf.

OTHER PUBLICATIONS

"Air Support: Creating a Safer and More Reliable Air Traffic Control System," Hamilton Project, The Brookings Institution, Discussion Paper 2008-11, July 2008 (with support from Kevin Neels). Available at: <http://www.brookings.edu/research/papers/2008/07/air-traffic-robyn>.

"An Economic Analysis of How Antitrust-Immunized Alliances Have Affected Transatlantic Competition," *Transportation Antitrust Update*, Issue No. 16, Spring 2007 (with James Reitzes).

"The Sky Must be No Limit to Global Competition," *Financial Times*, February 15, 2006 (with Alfred E. Kahn).

"Beyond Open Skies: The Economic Impact of a U.S.-EU Open Aviation Area," in *Deep Integration: How Transatlantic Markets are Leading Globalization*, edited by Daniel S. Hamilton and Joseph P. Quinlan, Johns Hopkins University Center for Transatlantic Relations and Centre for European Policy Studies, 2005 (with James Reitzes and Boaz Moselle).

"The Real Battle Over Air Traffic Control," *Aviation Week & Space Technology*, November 3, 2003 (with Robert W. Poole, Jr.).

"The Benefits of Open Skies," *Airline Business*, March 2003.

"The Impact on the U.S. Economy of Lifting Travel Restrictions to Cuba," *Cuba in Transition: Volume 12*, Association for the Study of the Cuban Economy, August 2002 (with co-authors).

"Ending Runway Gridlock," *Blueprint: Ideas for a New Century*, September/October, 2001.

"Flight Delay Repair That Won't Fly," *Washington Times*, August 2, 2001.

"Congress' Plan to Reduce Flight Delays is Not Airworthy," *Policy Matters*, AEI-Brookings Joint Center for Regulatory Studies, May 2001.

Second to None: Preserving America's Military Advantage Through Dual-Use Technology. National Economic Council, National Security Council, and Office of Science and Technology Policy, February 1995.

“Orchestrating Federal R&D,” *Technology Review*, July 1993 (review of *Beyond Spinoff: Military and Commercial Technologies in a Changing World* by John Alic, Lewis Branscomb, Harvey Brooks, Ashton Carter and Gerald Epstein).

“Designing a Civilian DARPA,” *Optics and Photonics News*, May 1990 (with John Alic).

Commercializing High-Temperature Superconductivity, Office of Technology Assessment, U.S. Congress, 1988.

“Bringing Superconductivity to Market,” *Issues in Science and Technology*, Winter 1989 (with John Alic and W. Wendell Fletcher).

EXPERT TESTIMONY AND AFFIDAVITS

“Unlicensed Operations in the 600 MHz Band: Fatally Flawed Twice Over,” Ex Parte Comments in the Matter of Amendment of Part 15 of the Commission’s Rules for Unlicensed Operations in the Television Bands, Repurposed 600 MHz Band, 600 MHz Guard Bands and Duplex Gap, and Channel 35, FCC, ET Docket No. 14-165, GN Docket No. 12-268, February 25, 2015; prepared with support for QUALCOMM, Inc. (with Coleman Bazelon and Charles Jackson).

“Unlicensed Use of the TV White Space: Wasteful and Harmful,” Ex Parte Comments in the Matter of Unlicensed Operation in the TV Broadcast Bands, FCC, ET Docket No. 04-186, August 20, 2008, prepared with support from QUALCOMM, Inc. (with Charles L. Jackson and Coleman Bazelon).

Expert Report on behalf of Joint Applicants (American Airlines, British Airways, Iberia, Finnair and Royal Jordanian) in a Proceeding before the U.S. Department of Transportation requesting Approval of and Antitrust Immunity for Alliance Agreements (Docket No. DOT-OST-2008-0252), August 15, 2008 (with James Reitzes).

Comments on behalf of QUALCOMM, Inc. in the Matter of Service Rules for the 698-746, 747-762 and 777-792 MHz Bands, FCC, WT Docket No. 06-150, June 20, 2008 (with Charles L. Jackson and Coleman Bazelon).

Comments on behalf of QUALCOMM, Inc. in the Matter of Unlicensed Operation in the TV Broadcast Bands, FCC, ET Docket No. 04-186, January 31, 2007; Reply Comments, March 2, 2007 (with Charles L. Jackson).

Expert Report on behalf of American Airlines in a Proceeding before the U.S. Department of Transportation regarding the Joint Application of Air Canada, the Austrian Group, British Midlands, Lufthansa, LOT, SAS, Swiss, TAP Air Portugal and United Airlines for Approval of and Antitrust Immunity for Alliance Agreements (Docket No. DOT-OST-2005-22922), August 9, 2006; Reply, August 29, 2006 (with James Reitzes).

Expert Report on behalf of American Airlines in a Proceeding before the U.S. Department of Transportation regarding the Joint Application of Alitalia, Czech Airlines, Delta Air Lines, KLM,

Northwest Airlines and Societe Air France for Approval of an Antitrust Immunity for Alliance Agreements (Docket No. DOT-OST-2004-19214), June 24, 2005; Reply, July 15, 2005; Surreply, September 9, 2005 (with James Reitzes and Kevin Neels).

Expert Testimony on Behalf of ASTAR Air Cargo, Inc., in the Matter of the Citizenship of DHL Airways/ASTAR Air Cargo, before the Department of Transportation (Docket No. DOT-OST-2002-13089), August 27, 2003.

OTHER STUDIES

“Reforming the Air Traffic Control System to Promote Efficiency and Reduce Delays,” Prepared for the White House Council of Economic Advisers, October 29, 2007.

Letter to the Honorable Joe Barton, Chairman, Committee on Energy and Commerce, U.S. House of Representatives, estimating how much revenue the U.S. Treasury would receive if the Federal Communications Commission auctioned 60 megahertz of spectrum in the 700 MHz (TV) band that the FCC had allocated for commercial use, May 18, 2005 (with William Zarakas).

“How Can South Africa Derive the Greatest Benefit from its Airline Industry? An Economic and Regulatory Analysis,” conducted for the Government of South Africa, February 2004 (with co-authors) (unpublished).

“Study to Assess the Potential Impact of Proposed Amendments to Council Regulation 2299/89 with regard to Computerised Reservation Systems,” conducted for the European Commission, Directorate-General for Energy and Transport, October 2003 (with co-authors).

“The Economic Impact of an EU-U.S. Open Aviation Area,” study conducted for the European Commission, Directorate-General for Energy and Transport, December 2002 (with co-authors).

“The Impact on the U.S. Economy of Lifting Restrictions on Travel to Cuba,” study conducted for the Center for International Policy, July 2002 (with co-authors).

“The Airline Loan Guarantee Program: An Initial Assessment and Proposals to Guide the Air Transportation Stabilization Board,” February 2002 (with Robert Willig and Doug Fontaine, Sebago Associates) (unpublished).

CASES

“Revving Up for Relief: Harley Davidson at the ITC,” in *Cases in Microeconomics*, Jose A. Gomez-Ibanez and Joseph P. Kalt, eds., Prentice Hall, 1990.

“California Water Pricing,” in *Cases in Microeconomics*, Jose A. Gomez-Ibanez and Joseph P. Kalt, eds., Prentice Hall, 1990.

“Assessing Rent Control in Los Angeles,” Kennedy School Case, October 1986.

RECENT PUBLIC PRESENTATIONS AND RADIO INTERVIEWS

ENERGY

Panelist, Johnson Controls 25th Annual Energy Efficiency Forum, Washington, DC, June 12, 2014.

Panelist, Panel on Energy Resilience, Association of Defense Communities National Summit, Washington, DC, June 4, 2014.

Interview with WFED Radio, the Federal Government's Use of Energy Savings Performance Contracts (ESPCs), May 16, 2014.

Moderator, Panel on Energy Efficiency and Renewable Energy Trends, Association of Climate Change Officers (ACCO), Climate Strategies Forum, Washington, DC, May 13, 2014.

Panelist, MITEI (MIT Energy Institute) Workshop on Building Energy Efficiency, Cambridge, MA, May 12, 2014.

OTHER

Moderator, Panel on Aviation Infrastructure, WTS (Advancing Women in Transportation) Annual Symposium, Washington, DC, October 1, 2014.

Speaker, (one of three authors around whose papers the event was organized), Symposium on New Directions for Public Sector Spectrum Policy, The Brookings Institution, Washington, DC, September 23, 2014.

Panelist, Defense Policy Forum on the "Base of the Future," Association of Defense Communities, Washington, DC, September 15, 2014.

Panelist, Panel on "Smarter Budgeting in an Era of Increased Austerity," Conference on Managing the Executive Branch in the 21st Century," The Brookings Institution, Washington, DC, August 27, 2014.

Panelist, Panel on Public Private Partnerships, Associated General Contractors of American Annual Federal Contractors Conference, Washington, DC, June 12, 2014.

Interview with WFED Radio, How OMB/CBO Budget Scorekeeping Rules Impede Investment in Federal Real Property, May 2, 2014.

Moderator, Panel on "Washington, DC (GSA) as a Laboratory," International Facilities Management Association (IFMA), Fusion Conference, Washington, DC, April 15, 2014.

SELECTED PROFESSIONAL ACTIVITIES

Member, Board on Energy and Environmental Systems, National Academies (as of December 2014).

Member, Eno Transportation Center's NextGen Working Group (as of May 2014).

Member, Advisory Board, Association of Defense Communities (as of June 2014).

Member, Advisory Board, Fiduciary Infrastructure Initiative (2014).

Associate Editor, *Journal of Policy Analysis and Management* (1990-1993).

Book Review Editor, *Issues in Science and Technology*. Wrote quarterly column reviewing books on economics and industry strategy for this National Academy of Sciences magazine (1986-1989).