

STAFF RECOMMENDATION

NCPC File No. 1485



PROPOSED FEDERAL CAPITAL IMPROVEMENTS PROGRAM FOR THE NATIONAL CAPITAL REGION FISCAL YEARS 2006-2011

June 30, 2005

Abstract

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011*, has been underway since August 2004, when the National Capital Planning Commission asked federal departments and agencies to provide information on proposed projects. Staff has reviewed the submitted project information for conformity with the *Comprehensive Plan for the National Capital*, federal agency master plans, and other adopted plans and policies and has prepared the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011* for public review and comment.

Commission Action Requested

Authorization to circulate the proposed program for a 45-day review and comment period. Adoption of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011* pursuant to Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a)) is tentatively scheduled for the Thursday, September 8, 2005 Commission meeting.

Executive Director's Recommendation

The Commission:

Authorize circulation of the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011*, for review and comment by federal departments and agencies, regional agencies, state and local governments, and interested organizations and individuals.

* * *

BACKGROUND

In accordance with the National Capital Planning Act and the Office of Management and Budget's (OMB) circular No. A-11, *Preparation, Submission and Execution of the Budget*, agencies are required to submit their planned capital improvement programs within the National Capital Region (NCR) to NCPC. The Commission evaluates agencies' capital projects within these programs and makes recommendations in the six-year Federal Capital Improvements Program (FCIP). OMB uses NCPC's recommendations as guidance while reaching budgetary decisions on these projects. The Commission also uses the information it receives for the FCIP to coordinate federal projects with state and local governments at the earliest possible time.

The Commission's recommendations are based on the extent proposed projects conform to general planning and development policies in the region as described in plans and programs adopted by the Commission, regional planning bodies, and local and state governments. In particular, the Commission reviews projects for their conformity with Commission-approved site and building plans, Commission-approved installation master plans, and Commission-released plans and programs. The first year of this proposed FCIP represents funding requests contained in the President's fiscal year 2006 budget (the capital budget), transmitted to the Congress in early 2005. Projects scheduled in the second to sixth year (the capital program) involve extended funding, or are new projects that will be scheduled year-by-year until they are ready for funding consideration.

The Commission's recommendations and comments within the FCIP do not represent approval or denial of proposed projects. Inclusion of projects within the FCIP are not to be construed or represented to constitute Commission review of development or project plans pursuant to Section 5 of the National Capital Planning Act, or any other applicable statute.

PROGRAM ANALYSIS

The federal government is active in constructing a number of major projects throughout the National Capital Region, and this activity is expected to continue.

The draft *FCIP, FYs 2006-2011* contains 176 proposed projects. 137 projects are recommended for funding and 39 are recommended for future programming. The estimated total cost of proposed projects for fiscal years 2006-2011 is \$6,070,322. This does not include the 39 projects recommended for future programming since they do not contain estimated budgets. As discussed in detail below, these numbers do not reflect complete information from Department of Defense facilities, many of which are currently responding to the recently issued Base Realignment and Closure (BRAC) recommendations.

The number of projects, the total costs of these projects, and the allocation of the total program costs among major jurisdictions is listed in the following table (the table does not include projects recommended for future programming):

Table 1, Program Summary

| | Number of Projects | Total Cost \$(000,000) | Percent of Total Program Costs |
|--------------------------------|-----------------------|---------------------------|-----------------------------------|
| District of Columbia | 73 | 4,270 | 70.35 |
| Maryland | | | |
| Montgomery County | 15 | 952 | 15.68 |
| Prince George's County | 41 | 319 | 5.26 |
| Subtotal | 56 | 1,271 | 20.94 |
| Virginia | | | |
| Arlington County | 2 | 2 | 0.03 |
| Fairfax County | 2 | 9 | 0.15 |
| Prince William County | 1 | 0 | 0.00 |
| Subtotal | 5 | 11 | .18 |
| National Capital Region | 3 | 518 | 8.53 |
| | | | |
| Total Region | 124 | 6,070 | 100.00 |

NOTE: The information in Table 1, Program Summary, does not reflect complete information from certain Department of Defense facilities that have been impacted by the May 1, 2005 Base Realignment and Closure Recommendations.

The FCIP normally includes detailed capital improvements from Department of Defense (DoD) facilities. On May 10, 2005, the Secretary of the Defense Department released his proposed Base Realignment and Closure (BRAC) recommendations for defense facilities. These recommendations affect a number of DoD facilities in the region, and consequently, their capital improvement programming. A final decision on these recommendations will not be completed until September 23, 2005 at the earliest, and may not occur until November 7, 2005. As the final decision on the BRAC recommendations will not be made until after the *FYs 2006-2011 FCIP* is adopted in early September, information in this FCIP document from many DoD facilities may be either limited or subject to change. NCPIC anticipates that subsequent FCIP documents will include detailed capital improvements information from BRAC-affected facilities. For the proposed FCIP, FYs 2006-2011, a summary of the BRAC decision-making process is provided.

The BRAC recommendations identify installations for closure, realignment and gain. For installations subject to realignment, only some of the installation's missions will cease or be relocated. At installations selected for closure, all missions will cease or be related to other installations. Some installations will gain missions and/or employees from closed or realigned facilities.

Alterations in the missions and employment bases of facilities have various effects on capital programming processes. Operational modifications can affect the phasing of various projects; for example, one project may be delayed so that resources can be reallocated towards a new, higher priority project. Alternatively, projects may be cancelled altogether, or expanded. In

some cases, a major new mission may require capital improvements to build or improve facilities, or necessitate improving infrastructure, such as roads and utilities. If the modifications are substantial enough, it may be necessary for the installation to develop a revised master plan that comprehensively addresses the affects of the changes before breaking ground on new projects. Finally, some DoD facilities had provided capital improvement project information to NCPC prior to learning of the BRAC recommendations. These projects may be subject to change, including cancellation, expansion, changes in funding, or changes in phasing.

A more detailed summary of the BRAC recommendations is included in the proposed FCIP, FYs 2006-2011 in the Project Recommendations section. NCPC continues to work with these facilities to identify any additional information for this year's FCIP, including the status of projects listed in previous FCIP documents, and summaries of any anticipated major capital projects. In particular, the BRAC recommendations propose significant changes at Walter Reed Army Medical Center in Washington, D.C., and Fort Belvoir in Virginia, which are likely to result in substantial changes to their capital program submissions.

Listed below are DoD installations that have previously reported capital improvement projects in recent FCIP documents or were anticipated to report in this year's FCIP. The information for some of these facilities in this year's FCIP is limited, and various sections of the proposed FCIP, including the Project Recommendations, identify facilities affected by BRAC. This information does not reflect all of the DoD facilities impacted by the BRAC recommendations.

Washington, D.C.

Department of the Air Force

Air Force District of Washington, Bolling Air Force Base

Department of the Army

Walter Reed Army Medical Center, Main Section

Department of the Navy

Naval District Washington, which includes the Anacostia Annex, Naval Observatory, Naval Research Laboratory, and Washington Navy Yard

Maryland

Department of the Air Force

Air Mobility Command, Andrews Air Force Base

Department of the Army

Walter Reed Army Medical Center, Forest Glen Section

Department of the Navy

National Naval Medical Center

Naval Surface Warfare Division, Carderock

Virginia

Department of Defense

The Pentagon

Department of the Army

Arlington National Cemetery

Military District of Washington, Fort Belvoir

U.S. Marine Corps Base, Quantico

NCPC is planning on providing an addendum to the proposed FCIP, FYs 2006-2011 during the comment period with any related updates, but does not anticipate that facilities will be able to provide detailed project descriptions or cost information.

The Commission makes recommendations for projects proposed within the FCIP. The FCIP categorizes each federal capital project based on its conformity with established planning policies. The categories are: *Recommended and Strongly Endorsed*; *Recommended*; *Recommended for Program Purposes Only*; *Recommended for Deferral*; and *Not Recommended*.

Of the 137 projects recommended for funding, NCPC strongly endorses funding for 35. These projects are critical to strategically advancing and implementing significant Commission and local planning policies and key planning initiatives, as well as other important federal interests. NCPC further recommends funding for 102 projects that are considered in conformance with Commission and local plans and planning policies. Of the 39 projects that have been submitted by NCPC and recommended for future programming, NCPC strongly endorses 16 that are critical to strategically advancing significant Commission and local planning policies and initiatives, as well as other important federal interests. NCPC further recommends that the appropriate agencies program the remaining 23 projects into their budgets as soon as fiscal and budgetary conditions permit.

Projects *Recommended and Strongly Endorsed* highlight capital projects that are critical to strategically advancing and implementing key Commission planning policies and initiatives, or important federal interests within the region. A federal department or agency submits these projects to the FCIP, or they are future projects recommended by the Commission. Projects submitted by the Commission for this recommendation typically are within Commission plans including *Extending the Legacy: Planning America's Capital for the 21st Century*, the *Comprehensive Plan for the National Capital: Federal Elements*, the *National Capital Urban Design and Security Plan*, and the *Memorials and Museums Master Plan*.

Criteria for proposed projects *Recommended and Strongly Endorsed* change annually based on current critical planning objectives. For the proposed FCIP, FYs 2006-2011, *Recommended and Strongly Endorsed* is defined as follows:

This category includes projects submitted by federal agencies or recommended by the Commission that are critical to strategically advancing and implementing specific Commission and/or local planning policies and development initiatives; clearly defined federal interests and objectives; federal agency system plans; master plans for individual installations; or Commission-approved site and building plans. These projects are major or significant new construction projects, rehabilitation and modernization projects, or land acquisition projects that may do one or more of the following:

- Contribute to the operational efficiency and productivity of the federal government by promoting opportunities to take advantage of existing public infrastructure and/or adapting and reusing existing historic and underutilized facilities.

- Improve the security of federal workers, federal activities, and visitors to the National Capital in a manner that complements and enhances the character of an area without impeding commerce and economic vitality.
- Protect and unify the historic and symbolic infrastructure of the Monumental Core and the District. These projects include new, rehabilitated and/or modernized memorials, museums, historic parks, federal agency and department headquarters facilities, historic streets, and other infrastructure.
- Restore the quality of the Anacostia and Potomac Rivers and associated waterways and improve public access to waterfront areas.
- Advance regional public transportation and other infrastructure that promotes the orientation of new development towards public transit and into compact land use patterns. Promote the use of non-automobile transportation alternatives including walking and biking.
- Contribute significantly to the protection of environmental and natural resources.
- Anchor or promote community development and substantially contribute to the physical and economic improvement of surrounding areas, and contribute to the protection of environmental and natural resources.

The FCIP, FYs 2006-2011, proposes that the Commission recommend and strongly endorse the following **new** project, submitted by the Department of Agriculture, U.S. National Arboretum:

Storm Water Management: This project will replace the existing system with a new state-of-the-art system to improve water quality, restore the quality of the Anacostia Rivers and associated waterways.

Two **new** projects submitted by the Commission for implementation by all agencies are *Recommended and Strongly Endorsed* in the proposed FCIP, FYs 2006-2011. These projects are:

South Capitol Street Waterfront Park: The project would provide a future site for a major memorial, civic art, and or public gathering area at the terminus of the South Capitol Street view shed adjacent to the Anacostia River. As envisioned, this waterfront park, in conjunction with the commons area within the traffic rotary recommended for the reconstruction of South Capitol Street, could incorporate three different scenarios:

- A major memorial and smaller civic art within the traffic rotary and an amphitheater or other public space on the waterfront terminus.
- A major memorial on the waterfront terminus and smaller civic art/memorials and major public gatherings and events in the common.
- A significant facility at the waterfront terminus and a major memorial and civic art in the common.

These elements are proposed as a related element of the South Capitol Street Reconstruction and New Frederick Douglas Bridge Gateway projects. Associated open spaces (major public plazas, parkland and other amenities) will be commensurate with this level of national significance and provide a setting for future national memorials and museums. This project protects and unifies the infrastructure of the Monumental Core and the District, and anchors and promotes

community development and contributes to the protection of environmental and natural resources.

RFK Stadium Site Redevelopment Study: The study would recommend uses for this site which compliment the recommendations of the Legacy Plan and Anacostia Waterfront Initiative (AWI), and proposals for Reservation 13. Since professional football relocated outside of Washington D.C., the Robert F. Kennedy Memorial (RFK) Stadium has been underutilized. It will be a temporary home for major league baseball, but this activity, as well as major league soccer, will soon be finding a permanent home in other locations. RFK will be obsolete and its reuse or demolition will be imminent. The land on which RFK lies is federal, with the District of Columbia having limited jurisdiction for entertainment purposes. The study would analyze the site's constraints and opportunities and provide recommendations on potential federal facilities, open space, commemorative works and possible private development opportunities. The project could protect and unify the historic and symbolic infrastructure of the Monumental Core and the District, and anchor and promote community of the surrounding area.

The proposed FCIP, FYs 2006-2011 also contains two projects which appeared in the previous *FCIP, FYs 2005-2010*, as *Recommended and Strongly Endorsed*, but are now only *Recommended*. These two projects, both submitted by the Smithsonian Institution, are the National Museum of American History, Behring Center and the National Museum of Natural History. Both facilities are planning to undergo major renovations. In both cases, the Smithsonian Institution plans large building additions to house security functions. These projects have been moved to the *Recommended* category in response to NCPC staff concerns with the conceptual designs for the renovation projects. In pre-consultation reviews, staff has determined that the additions do not adequately conform to the Commission's urban design and security policies.

Finally, other new projects submitted to the proposed FCIP, FYs 2006-2011 include the Smithsonian Institution's National Museum of African American History and Culture and the General Services Administration Saint Elizabeths Hospital Modernization. Detailed information regarding the capital programs for both these projects is still being developed. These projects are included in the FCIP as *Recommended*.

PROGRAM INITIATIVES

With the passage of the Government Performance and Results Act of 1993, OMB is placing increased emphasis on linking federal agency program resources with performance. Having identified the FCIP as an important management reform initiative, OMB consults the Commission's recommendations when making capital budget decisions.

Over the last three years, NCPC initiated changes to the FCIP to reflect a new effort on the part of the Commission to improve the usefulness and effectiveness of federal programming activities in the region. In particular, the Commission worked with OMB to strengthen its requirement for agencies to provide capital project information to the Commission in advance of making commitments for new development projects within the NCR. As a result, OMB strengthened its language within its Circular A-11, a guide to agencies for their annual submission of budget

estimates, and agreed to cosign an annual letter from NCPC requesting agencies to submit their capital programs to the Commission for review.

Finally, the Commission reformatted the published program so that it is an easier tool to use for local and regional capital project analysis and planning purposes. While continuing to include all information contained in prior FCIPs, the new format reduced headings to improve readability and organized proposed projects by political jurisdiction. This reformatting of the program has been continued this year to further improve upon the readability of the proposed FCIP, FYs 2006-2011.

REVIEW OF RECOMMENDATION PROPOSALS

It has been the Commission's practice to circulate the proposed FCIP prior to adoption of the program. During a 45-day period, federal departments and agencies, state and local governments, and interested organizations and citizens have the opportunity to review the program and submit their comments. This practice informs affected agencies, organizations, and citizens early in the planning process about federal projects proposed within the region during the next six years. A primary objective of this review is to promote intergovernmental coordination in the region regarding projected federal land acquisition and development proposals. Such coordination helps to address concerns regarding a project at the earliest possible time, avoid delays at the time of formal review, and results in overall improvements in the regional economy.

NCPC staff addresses all comments received during this period and presents them when the FCIP, FYs 2006-2011 is before the Commission for adoption. The FCIP, FYs 2006-2011 is tentatively scheduled to be presented to the Commission for adoption at its meeting on Thursday, September 8, 2005.