

# STAFF RECOMMENDATION

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

Report to the Office of Management and Budget

September 1, 2005

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### Abstract

The preparation of the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011 (FCIP)*, 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. At its July 7, 2005, meeting the Commission authorized circulation of the proposed program to federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment. As a result of this referral, changes were made to the proposed FCIP that affected the status of certain projects as well as budget estimates and schedules.

The *FCIP, FYs 2006-2011*, contains 210 projects. The program contains 170 projects submitted by federal agencies totaling \$7.3 billion and 40 projects submitted by NCPC for future programming.

### Commission Action Requested

Adopt 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))

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### Executive Director's Recommendation

The Commission:

**Adopt** the *Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011*.

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## 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. Because of this construction activity, many of the significant projects in previous FCIPs have had funds fully appropriated by Congress and are therefore no longer within the FCIP. Significant projects within last year's FCIP that have received full appropriations include restoring the Patent Office Building, renovating the Old Courthouse, and expanding the Department of State Foreign Service Institute (FSI).

### "Recommended and Strongly Endorsed" Category

Section 4 of the National Capital Planning Act (40 U.S.C. § 8721(a)) requires that NCPC prepare and adopt a "comprehensive, consistent, and coordinated plan for the National Capital." The Comprehensive Plan is NCPC's blueprint for the long-term development of the national capital and is the decision-making framework for Commission actions on plans and proposals submitted for its review.

The “Recommended and Strongly Endorsed” category of project recommendations was introduced in the FCIP, FYs 2003-2008. This year staff revised the criteria for projects within this category to be consistent with the main themes of the Federal Elements of the *Comprehensive Plan for the National Capital* (the Commission adopted a complete update of the Plan on August 5, 2004).

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* may change based on current critical planning objectives; however, the criteria for this year’s FCIP remain the same as last year’s. 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, 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.

In addition the following project has been submitted by the Commission for implementation by the Smithsonian Institution, and is *Recommended and Strongly Endorsed*. This project has been added to the proposed FCIP following the Commission's review of the document in July 2005.

**Patent Office Building Courtyard Landscaping, South Stair Reconstruction, and Perimeter Landscaping:** This project will reconstruct the interior courtyard landscaping of the building, recreate the historic south staircase, and restore the historic landscape and streetscape around the perimeter of the building based upon the analysis of the Cultural Landscape Report.

The proposed FCIP, FYs 2006-2011 also contains three projects that appeared in the previous *FCIP, FYs 2005-2010*, as *Recommended and Strongly Endorsed*, but are now only *Recommended*. Two projects, 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. Further, in reviewing the Proposed FCIP, FYs 2006-2011 at the July 7, 2005 meeting, the Commission requested that the General Services Administration's Forrestal Building Modernization project be listed as *Recommended*, not *Recommended and Strongly Endorsed*.

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 GSA Saint Elizabeths Hospital Modernization. Detailed information regarding the capital programs for both these projects is still being developed, so consequently, these projects are included in the FCIP as *Recommended*.

## PROGRAM SUMMARY

Following Commission authorization at their July 2005 meeting, the proposed *FCIP* was distributed to participating federal departments and agencies, regional planning agencies, local and state governments, and the general public for their review and comment.

Federal agencies have submitted additional project information, resulting in an increase of \$343.291 million dollars and 22 additional projects.

Fort Belvoir submitted 18 projects to the FCIP, which are *Recommended For Programming Purposes Only*, totaling \$292.5 million dollars. The Armed Forces Retirement Home submitted three projects to the FCIP that are *Recommended* and total \$40.4 million dollars. The Department of State modified the funding for two projects, raising their overall total to \$140.5 million dollars.

The *FCIP, FYs 2006-2011* contains 210 proposed projects. 170 projects are recommended for funding and 40 are recommended for future programming. The estimated total cost of proposed projects for fiscal years 2006-2011 is \$7,261,363,000. This does not include the 40 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 some 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
<b>District of Columbia</b>	<b>75</b>	<b>4,311</b>	<b>59.37</b>
<b>Maryland</b>			
Montgomery County	15	952	13.11
Prince George's County	41	319	4.39
<b>Subtotal</b>	<b>56</b>	<b>1,271</b>	<b>17.50</b>
<b>Virginia</b>			
Arlington County	15	2	9.92
Fairfax County	20	9	4.16
Prince William County	1	0	1.93
<b>Subtotal</b>	<b>36</b>	<b>1,162</b>	<b>16.00</b>
<b>National Capital Region</b>	<b>3</b>	<b>518</b>	<b>7.13</b>
<b>Total Region</b>	<b>170</b>	<b>7,261</b>	<b>100.00</b>

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. 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 some DoD facilities may be either limited or subject to change. NCPC 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.

Several DoD facilities in the NCR are included in the BRAC recommendations, as well as several facilities that are just outside of the NCR boundaries. Should these recommendations be approved, capital programming changes are anticipated at many of these facilities. Two facilities, Fort Belvoir and Walter Reed Army Medical Center, would experience substantial changes should the BRAC recommendations be approved. At Fort Belvoir, the following projects listed in prior FCIP documents are affected:

- Replace DeWitt Hospital (FY 2005). Portions of Walter Reed Army Medical Center are scheduled to come to Fort Belvoir.
- The Prime Power School (FY 2006) is scheduled to move to Fort Leonard Wood, Missouri.
- The Army Testing and Evaluation Command is scheduled to move to the Aberdeen Proving Ground.

In addition, Fort Belvoir would be the receiver for the National GeoSpatial Agency, the National Ground Intelligence Center and numerous agencies moving from leased space within the National Capital Region.

BRAC recommends the closure of the entire Walter Reed Army Medical Center, Main Section, and most major projects will be on hold pending a final BRAC determination. The hospital functions would be relocated, as follows: Legal Medicine and tertiary care functions would go to the National Naval Medical Center in Bethesda, Maryland; all non-tertiary care would go to Fort Belvoir, Maryland; and three other missions would go out of the region. The Armed Forces Institute of Pathology would be disestablished and its components restationed, including the National Museum of Health and Medicine. At Walter Reed Army Medical Center, Forest Glen, the BRAC recommendations call for realigning several medical research functions to defense facilities outside of the National Capital Region.

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 170 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 117 projects that are considered in conformance with Commission and local plans and planning policies. NCPC further recommends for programming purposes only 18 projects where funding should be programmed, but NCPC requests that a particular planning issue of a project be further addressed prior to submission of the project for Commission review and approval.

Of the 40 projects that have been submitted by NCPC and recommended for future programming, NCPC strongly endorses 17 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.

#### 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*.

#### PREVIOUS ACTION AND RESPONSES TO COMMENTS RECEIVED

At its July 7, 2005 meeting, the Commission authorized the circulation of the *Proposed Federal Capital Improvements Program for the National Capital Region, Fiscal Years 2006-2011*, to

participating federal departments and agencies, regional planning agencies, state and local governments, and the general public for review and comment.

NCPC issued an addendum to the Proposed *FCIP, FYs 2006-2011* on July 26, 2005 containing project updates received from Fort Belvoir and Walter Reed Army Medical Center. The addendum was mailed to all parties previously receiving the Proposed FCIP and placed on the NCPC website for general public access. Staff also contacted the planning agencies from the District of Columbia and Montgomery and Fairfax Counties regarding these changes.

#### PROJECT INFORMATION ADDED TO FCIP PROGRAM SINCE JULY 2005

##### **Department of the Army**

The Department of the Army Military District of Washington at Fort Belvoir provided eighteen projects to the program at a total cost of \$292,450,000. These projects appear in the Fairfax County, Virginia section of the program. All of these projects are *Recommended for Program Purposes Only* until the Army addresses Fairfax County's environmental and transportation concerns as thoroughly as possible either through the Fort Belvoir master planning process or through individual project development as appropriate.

##### **Military District of Washington, Fort Belvoir**

- Addition To Building 358, Joint Personnel Recovery Agency
- Renovate Graves Fitness Center
- Material Receiving And Handling Facility
- Museum Support Center
- Family Travel Camp
- Religious Education Center
- Information Dominance Center
- Access Road/Control Point
- Network Enterprise Communications Facility
- 911/Emergency Operations Center
- South Post Fire Station
- Vehicle Maintenance Shop Upgrades
- Battalion Headquarters
- Soldier Support Center
- Structured Parking, 200 Area
- Replace Dining Facility
- Installation Industrial Support Facility
- South Post Physical Fitness Center

The Armed Forces Retirement Home provided three new projects totaling \$40,400,000 to

this program. These projects appear in the District of Columbia program section. All of these projects, which are privately funded, are *Recommended*.

#### **Armed Forces Retirement Home**

- Construct Memory Support Unit
- Construct Assisted Living Units
- Construct Long Term Care Building

#### **The Department of State**

The Department of State provided changes in project funding amounts. The requested funding for the Blast Resistant Windows project was increased by \$29,000, resulting in a total project cost of \$87,000,000. The requested funding for the Security Upgrades project was increased by \$391,000, resulting in a total project cost of \$53,501,000. These changes increased the department's program by \$391,000, or from a total of \$140,110,000 to \$140,501,000.

#### **Department of Transportation**

NCPC staff added the following information to the comment section of the Kennedy Center Plaza Project. On August 1, 2005, the Kennedy Center announced that it was postponing plans for the plaza indefinitely, after funding for the project was not included in transportation bill passed by Congress in July 2005. It is anticipated that the capital programming information for this project will change in next year's FCIP.

### **COMMENTS RECEIVED FROM FEDERAL DEPARTMENTS AND AGENCIES**

Comments received from federal departments and agencies involving changes in project submissions summarized above. These changes, have been included in the text of the *FCIP, FYs 2006-2011*. Other comments received from federal agencies are summarized as follows:

#### **Department of the Air Force**

The Air Force has reviewed the FCIP and has no comments.

#### **Department of Homeland Security**

The Department of Homeland Security has reviewed the FCIP and has no comments.

COMMENTS RECEIVED FROM LOCAL AND STATE GOVERNMENTS AND REGIONAL AGENCIES

**City of Greenbelt, Maryland**

The City of Greenbelt submitted the following comments to the Commission:

The City supports all of the projects proposed for BARC and GSFC, but continues to have environmental concerns related to the proposed reconfigurations of Soil Conservation Road (referred to as the “Facilities Master Plan Road Upgrade”). The City looks forward to working with GSFC representatives to ensure that impacts, particularly to forests and wetlands, associated with the reconfiguration of Soil Conservation Road, are avoided and/or minimized and requests that as information/plans become available they are shared with the City for review and comment.

**Loudon County, Virginia**

The Loudon County has reviewed the Proposed *FCIP, FY's 2006-2011* and has no concerns or comments.

**Montgomery County Department of Park and Planning**

The Montgomery County Department of Park and Planning reviewed the Proposed *FCIP, FYs 2006-2011*, and has provided the following comments:

The Food and Drug Administration project (FDA) is one of the Planning Board's and the Montgomery County Government's highest priorities. The agency plays a major role in the biotech industry, and its county presence and projected significant growth is very important to the county and state. Careful coordination and review of Travel Demand Management programs and access improvements is necessary to assure that community, transportation and environmental concerns are addressed.

Staff strongly supports improvements to Seneca Village at the C&O Canal. The work proposed would restore some extremely important structures associated with the historic C&O Canal and would make them more accessible to visitors, by creating a new parking area. This project is completely consistent with Montgomery County's approved Heritage Area Management Plan. The work would be located in the heritage clusters related to “Technological Innovation” and “Farming History” and would greatly enhance the ability to attract visitors to these clusters.

Work on the Naval Surface Warfare Division Carderock facility should conform to the master plan as reviewed by the Montgomery County Planning Board.

Staff supports improvements to NIH, provided that the neighborhood buffer areas in the approved master plan are maintained.

Traffic access to NIH and the National Naval Medical Center remains a significant issue that became more complex as a result of security concerns after the events of September 11. Site expansion plans (with or without BRAC) provide opportunities to address access concerns from both security and mobility perspectives. Keeping the county and state informed about any proposed access and security changes is a valuable step in this direction. We encourage these facilities to participate with Montgomery County and the SHA in the coming year in looking at how to best access these sites and keep traffic moving on the surrounding arterial network, while meeting their security objectives.

An on-going issue is the need to provide for pedestrian and bikeway movement across the NIH campus. A shared use path along Old Georgetown Road (MD 187) between Cedar Lane and Battery Lane is needed to connect the North Bethesda Trolley Trail (NBTT) with downtown Bethesda. Recommended as SP-3, North Bethesda Trail-NIH Connector, in the 2005 Countywide Bikeways Functional Master Plan, the path will not only better facilitate bicycle access and mobility between the NBTT and Bethesda, but also to the NIH campus which features a robust bicycle commuter contingency. The 10' path (8' minimum) should be constructed on NIH property between the MD 187 right-of-way and the new security fences.

We support the recommended transportation projects that support Montgomery County activity centers, including the Inner Purple Line and Metrorail capacity expansion. We urge consideration of four additional projects that the Montgomery County Council finds to be of regional significance; the implementation of the Corridor Cities Transitway and the Intercounty connector, and the expansion of HOV capacity on I-270 and portions of the Capitol Beltway.